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VAGRANCY COMMITTEE.

REPORT

OF THE

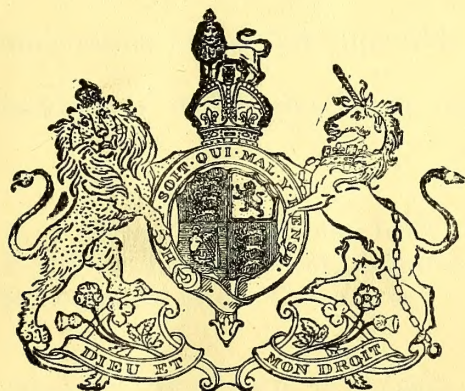
DEPARTMENTAL COMMITTEE

ON

VAGRANCY.

VOLUME I.

Presented to both Houses of Parliament by Command of His Majesty.



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REPORT
DEPARTMENTAL COMMITTEE
VAGRANCY.
CONTENTS OF VOLUMES ISSUED BY THE COMMITTEE.

Vol. I.—REPORT.

Vol. II.—EVIDENCE, DIGEST OF EVIDENCE, AND GENERAL INDEX TO EVIDENCE,
APPENDIX, AND REPORT.

Vol. III.—APPENDIX.



MINUTE OF APPOINTMENT.

I hereby appoint—

THE RIGHT HONOURABLE JOHN LLOYD WHARTON, M.P.,
 SIR WILLIAM CHANCE, BART.,
 JAMES STEWART DAVY, ESQUIRE, C.B.,
 ARTHUR HENRY DOWNES, ESQUIRE, M.D.
 CAPTAIN CECIL DE LYS EARDLEY-WILMOT,
 CAPTAIN EDWARD MACLEAN SHOWERS,
 HARRY BUTLER SIMPSON, ESQUIRE,

to be a Committee to inquire and report with respect to England and Wales as to

(1) the law applicable to persons of the vagrant class (*i.e.* the statutory provisions and the byelaws, rules, and regulations made thereunder);

(2) the administration of the law applicable to these persons; and

(3) any amendments which should be made in it or in its administration.

I further appoint the Right Honourable John Lloyd Wharton to be Chairman, and Franklyn Lewis Turner, Esquire, of the Local Government Board, to be Secretary of the Committee.

(Signed) WALTER H. LONG,

Whitehall,

President of the Local Government Board.

11th July, 1904.

ARTICLE OF AGREEMENT

I hereby agree

The Board of Directors of the State of New York

has hereby agreed

to the following terms

and conditions

as set forth in

the attached

document

and I hereby agree to be bound by the same

(1) and the agreement to be made by the State of New York

(2) the agreement to be made by the State of New York

(3) any amendments to the above

I hereby agree to be bound by the same

Witness my hand

at the City of New York

this 1st day of

1901

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REPORT.

TO THE RIGHT HONOURABLE JOHN BURNS, M.P., PRESIDENT OF THE LOCAL GOVERNMENT BOARD.

SIR,

1. In accordance with the Minute of the 11th July, 1904, appointing us as a Departmental Committee, we have inquired into the Law relating to Vagrancy and its administration. For this purpose we have regarded the vagrant as a wayfarer, as an inmate of casual wards, common lodging-houses or shelters, as an occasional worker, as an offender against the law, and as an inmate of prisons, and we have considered the law affecting him in each instance and the manner in which it is administered.

2. In the course of our Inquiry we have held thirty-six meetings and have examined fifty-six witnesses. These witnesses have supplied us with information from all sides of the question. We have heard representatives of the Local Government Board, the Home Office, and the Prison Commissioners; magistrates, county councillors, guardians of the poor, clerks to the guardians, workhouse masters, medical officers of health, prison officers, chief constables and other police officers; representatives of philanthropic and religious societies; and private individuals interested in the subject; and we have taken evidence from witnesses with regard to vagrancy in Scotland. We have also obtained information by means of returns or otherwise from boards of guardians, police authorities, and others, and have been furnished with statements and statistics prepared by the Local Government Board and the Home Office. We have also received a memorandum from the Local Government Board for Ireland as to vagrancy in that country.

3. In addition, we have thought it necessary to inspect many institutions where persons of the vagrant class are received, or where treatment is afforded which might be of assistance to us in arriving at a decision on the questions submitted for inquiry. Thus, we have visited casual wards, workhouses, and prisons, as well as common lodging-houses, shelters, and other institutions in different parts of the country; we have inspected the Belgian labour colonies, as well as the farm colonies that have been established in this country; and by these means we have obtained a considerable amount of information and numerous expressions of opinion, besides what is represented by the printed Minutes of Evidence and the statements in the Appendix. Throughout the Inquiry we have received the greatest assistance not only from those whom we have called as witnesses but from officials and others whom we have consulted.

4. Thirty years ago an acute observer complained that for vagrants "who will not have households of their own, who have but one object in all their wicked and perverse lives—to exist without work at the expense of their industrious neighbours—we are taxed to provide board and lodging," and expressed his belief that in all the army of tramps "there is no appreciable element of honest poverty or of penniless industry seeking work."* This complaint might be repeated with considerable justice at the present day. The army of vagrants has increased in numbers of late years, and there is reason to fear that it will continue to increase if things are left as they are. It is mainly composed of those who deliberately avoid any work and depend for their existence on almsgiving and the casual wards; and for their benefit the industrious portion of the community is heavily taxed. We are convinced that the present system neither deters the vagrant nor affords any means of reclaiming him, and we are unanimously of opinion that a thorough reform is necessary. Briefly, the object of the scheme which we propose is to place the vagrant more under the control of the police, to help the *bona fide* wayfarer, and to provide a means of detaining the habitual vagrant under reformatory influences.

* *The Original.* By Thomas Walker (ed. 1875).

5. The first part of our Report contains a historical survey of the law and the practice concerning vagrancy, and a reference to statistics bearing on the subject. We then describe certain classes of vagrants and the conditions under which they live, and finally we make certain recommendations for the amendment of the existing law or its administration. At the end of our Report will be found a summary of our recommendations.

Crooks, 5428-9.
Barnett, 5936.
Lamb, 7502-4.
Buchanan, 11094.

6. The question of unemployment is, of course, beyond the scope of our Inquiry, but we think it right to call attention to the opinions expressed by certain witnesses to the effect that if the habitual vagrant and loafer were removed, the difficulties of dealing with the unemployed would be greatly lessened.

CHAPTER I.

HISTORICAL SUMMARY.

Legislation up to 1824.

7. The existing law against vagrancy is the outcome of more than three centuries' legislation, and cannot be fully understood without reference to this previous legislation and the circumstances which gave rise to it. A chronological list of the statutes relating to vagrancy which have been passed up to the present time, with a note of their effect, is printed in the Appendix.* Appendix I. Some account of the statutes dealing with vagrancy as a criminal offence is given in the third volume of Stephen's *History of the Criminal Law*. He remarks: "In the times when serfdom was breaking down and when the statutes of labourers provided what might be regarded as a kind of substitute for it, provisions as to vagrancy were practically punishments for desertion. The labourer's wages were fixed, his place of residence was fixed; he must work where he happened to be. If he went elsewhere, he must be taken and sent back. By degrees the order of ideas which this view of the subject represented died away. The vagrant† came to be regarded rather as a probable criminal than as a runaway slave."

8. The modern history of the subject begins with an Act of 1495 (11 Hen. VII., ch. 2). The expressed purpose of this was to moderate the provisions of 7 Richard II., ch. 5 — one of the latest statutes of labourers — and to save the cost of taking vagabonds to gaol and keeping them there, "wherby by likele-hede many of theym shuld lose their lives." Local authorities were accordingly bidden to search for all "vagaboundes, idell and suspecte persones lyvyng suspiciously" to put them in the stocks for three days giving them bread and water only, and then to turn them out of the town or township. An offender failing to depart was to be put in the stocks for another six days. This was accompanied by provisions requiring beggars unable to work to abide in the hundreds in which they were settled, and other provisions for the regulating of ale-houses and the suppression of dicing, cards, bowls, tennis and other unlawful games. A further statute couched in similar terms was passed in 1503 (19 Hen. VII., ch. 12) with more stringent provisions for compelling local authorities (sheriffs, mayors, high constables, petty constables and others) to carry it into effect.

9. In 1530 came the Act 22 Hen. VIII., ch. 12, which is stated in the preamble to be due to the increase of vagrancy and the consequent increase of crime and disorder; whipping was allowed as an alternative to the stocks, and besides vagrants begging under various pretences, persons professing to tell fortunes by means of "physyke, physnamye, palmestrye or other craftye scyence" were also brought within the purview of the Act. A second offence by one of the latter class might entail a whipping on two successive days, three hours in the pillory and the loss of one ear. The provisions for the execution of the penal part of the statute and also for the grant of licences to beg to impotent

* A fuller account of the statutes will be found in Ribton-Turner's *History of Vagrants and Vagrancy* [London, 1887], a work which contains an immense amount of information on the subject.

† The word "vagrant" appears for the first time in any statute in 1547 (1 Ed. VI., ch. 3) where it is used as synonymous with 'vagabond' or 'loiterer.' Blackstone quotes 'ancient statutes' as defining vagrants to be "such as wake on the night and sleep on the day and haunt customable taverns and alehouses and routs about; and no man wot from whence they come ne whither they go." (Commentaries Bk. IV. ch. 13). The Act of 1572 (14 Eliz., ch. 5) defines "rogues, vagabonds and sturdy beggars" to include, among others, "every person being whole and mighty in body and able to labour, having not land or master, nor using any lawful merchandise craft or mystery, whereby he or she might get his or her living" and also "all common labourers being persons able in body using loitering and refusing to work for such reasonable wages as is taxed and commonly given in such parts where such persons do or shall happen to dwell." Under the Vagrancy Act of 1824 (5 Geo. IV., ch. 83) and the amending Acts a vagrant only becomes an "idle and disorderly person," or a "rogue and vagabond" or an "incorrigible rogue" upon conviction as such by a court of summary jurisdiction. The vagrant as now known to the Poor Law is termed a "casual pauper" which is defined in the Pauper Inmates Discharge and Regulation Act, 1871, as "any destitute wayfarer or wanderer applying for or receiving relief" in the casual wards.

persons and others are exceedingly elaborate. Further provision for the able-bodied as well as the infirm poor was made in 1535 by 27 Hen. VIII., ch. 25, coupled with severer punishment for the ruffler, sturdy vagabond or valiant beggar, who on being brought a second time before a justice of the peace might be marked by having the upper part of his right ear cut off, and after this, on conviction at quarter sessions of "wandring, loitring and idelnes," might be adjudged a felon and suffer death accordingly. Jurisdiction was expressly given to the knight marshall over all such sturdy vagabonds and valiant beggars as might haunt the Court at any place where the King's Highness might chance to be. In this Act, too, there are indications of the need for special measures to compel local authorities to enforce the law.

10. The need of this is explicitly mentioned as one of the chief reasons for the next statute on the subject, namely, 1 Edw. VI., ch. 3, the preamble of which declares that previous legislation "hath not had that successe which hath byn wisshed, but partelie by folishe pitie and mercie of them which shoulde have seen the said godlie lawes executed, partelie by the perverse nature and longe accustomed idelnes of the parsons given to loytringe." Under this statute all those who would not work nor "offer themself to labour with anny that will take them according to their facultie, and yf no man otherwise will take them doo not offer themself to worke for meate and drynck," or who after accepting employment ran away from it, might be taken as vagabonds before two justices who, if the charge were proved, were to order the offender to be branded forthwith on the breast with a V and "adjudge the said parsons living so idelye to such presentour to be his slave" for two years. If the slave ran away during the two years, he was liable on re-capture to be branded on the forehead or cheek with an S and adjudged a slave for ever. To run away a second time was felony punishable with death. If no private person took action justices were to proceed *ex officio*, and all local authorities were strictly enjoined to see to it that all vagrants should be enslaved. In 1549 the Act was repealed and the Act of 22 Hen. VIII. revived.

11. Further Acts followed (5 and 6 Edw. VI., ch. 2; 2 and 3 Philip and Mary, ch. 5; and 5 Eliz., ch. 3) which re-enacted existing law with slight amendments. Then in 1572 there came a more comprehensive statute (14 Eliz., ch. 5); sturdy beggars found begging were to be "grevously whipped and burnte through the gristle of the right eare with a hot iron," unless someone would take them into service for a year. A second offence was to be deemed a felony, unless someone would take the offender into service for two years; a third offence was made felony without benefit of clergy. The Act was repealed in 1597 by 39 Eliz., ch. 4, but most of its provisions were re-enacted. Provisions as to branding and ear-marking were dropped. Branding (this time with an R on the left shoulder) was re-introduced for incorrigible or dangerous rogues by 1 James I., ch. 7, and appears to have remained legal till 1713. The Act of 1572, besides dealing with vagrants as criminals, contained elaborate provisions for the relief of the poor and the appointment of overseers of the poor, and the Act of 1597 was accompanied by another containing similar provisions for the same purpose (39 Eliz., ch. 3). The Act of 1597 treated as rogues and vagabonds not only beggars of all sorts, fortune-tellers, and others using "like fantasticall imagynations," but also tinkers, pedlars, and petty chapmen, jugglers, fencers, bear-wards, minstrels and play-actors, other than "players of enterludes belonging to any baron of this realme or any other honorable personage of greater degree to be auctoryzed to play under the hand and seale of armes of such baron or personage." The law as laid down in 1597 remained substantially much the same through the 17th and 18th centuries, though it was more than once repealed and re-enacted, with amendments.

12. It has often been suggested that the multiplicity of statutes passed in Tudor times for the suppression of vagrancy and the apparent ferocity of the punishments they impose indicate the existence of a very serious social evil, but it is questionable whether this assumption is altogether justified. In the first place, the severity of the punishments is not peculiar to the vagrancy laws, but is a characteristic of all the criminal law of that period. A generation who were accustomed to the notion that all larcenies to an amount exceeding one

shilling should be punished by death and that persons charged with felony, and refusing to plead, could properly be made liable to the horrible torture of the *peine forte et dure*, and who moreover had by a special Act of Parliament (22 Hen. VIII., ch. 9) introduced the novel punishment of boiling to death for poisoners,* would be likely to look on whipping, branding, or mutilation as matters of small moment. Indeed it is probable that branding was not regarded as a punishment at all: it had been authorised in 1488 as a means of identifying persons who had been once admitted to benefit of clergy, and so preventing them escaping the proper punishment of felons a second time (4 Hen. VII., ch. 13), and it is probable that a similar reason led to its application to vagrants, just as at the present time sheep and cattle are branded and ear-marked for purposes of identification. Whipping was a punishment applicable at common law to all misdemeanants, and, at a time when imprisonment was scarcely known except as a means of enforcing a fine or a debt, it would be the most natural mode of punishing any of the less serious offences. Further, the penal provisions against vagrants were enacted contemporaneously with the establishment of poor relief for the aged and infirm, and with repeated attempts to build up a system for the correction and reformation of the vagrant.†

13. Again, it is clear from the wording of the statutes, as well as from other contemporary evidence, that so far from legislating to meet a widespread demand Parliament throughout this period was attempting to force on local authorities a repressive policy which local authorities were disinclined to carry into execution. It was perhaps natural that, at a time when the old social system was in dissolution and the ties that for centuries had bound the rural population to the soil were being everywhere rapidly broken, the Government may have seen a social danger in everyone who attempted to earn a humble livelihood otherwise than by tilling the soil or exercising some recognised handicraft; but the country justices, the mayors of towns and the constables of hundreds and villages must have looked with different eyes on a policy that practically proscribed everyone who lived by providing amusement for the common people.

14. From the State papers of the period it is clear that great importance was attached by the Government to the enforcement of the vagrancy laws; in 1570-2 returns were received from many parts of the country of the number of vagrants who had been "stocked and whipped," with reports of the searches made for vagrants; about twenty years later trouble seems to have been caused by a number of men either returning from the wars or pretending to do so, and in some counties provost-m Marshals were appointed to deal with them. Numerous proclamations and Orders in Council were issued, and judges when going circuit took occasion to urge justices, high constables and others to be active in the matter, but there is a striking absence of any evidence to show that in the country generally the suppression of vagrancy was regarded as a matter of any urgency. There are a sufficient number of representations to Government on other subjects to make this fact of some significance, and its significance is increased by reference to other sources.

15. In London sturdy rogues and dangerous criminals have always abounded, but Shakespeare knew at least as much of the country-side as any burgess or knight of the shire who went to Westminster to legislate; and in the numerous pictures he has given us of rural life a dangerous class of vagrants

* This part of the Act, together with other Acts creating new forms of treason, was repealed by 1 Edw. VI., ch. 12, and, as it is not printed in full in ordinary editions of the Statutes at Large, it may be worth quoting at more length as an illustration of the temper of Parliament at the time when the most notorious statutes against vagrants were passed. After reciting that "the making of good and wholesome lawes and due execution of the same agaynste the offendours therof is the only cause that good obedyence and order hath ben preserved in this Realme," and that one Richard Roose, a cook of Rochester, had poisoned a certain "vessell replenysshed with yeste or barme" in the Bishop of Rochester's kitchen, and thereby caused the death of two persons besides poisoning others, the statute declares that the offence shall be adjudged high treason, that Roose "shal be therfore boyled to deathe withoute havynge any advantage of his clergie" and that all similar offenders should, in future, receive similar treatment. The Act also gave jurisdiction to justices at quarter sessions and justices of assize in the matter of the "counterfaytynge of coyne of any outwarde Realme suffered to ronne and goo wythin this Realme by the Kynge's assente."

† Some account of the institutions designed for the latter purpose is given on page 69.

would surely have made their appearance if such a class had existed. Although no doubt the "vagrom men" whom Dogberry exhorted his watch to "comprehend" were to be found in the towns in considerable number, we find little evidence of a similar class in rural districts. Falstaff's followers, when Falstaff died, bid fair to become mere "rufflers and valiant beggars" of a dangerous kind, but in *Henry V.* we find one married to an ale-house keeper and another is hanged in France. Autolycus is a highly finished, though in some respects, no doubt, an ideal portrait of the vagrant as Shakespeare knew him, and assuredly Autolycus with all his roguery must have been on the whole a welcome feature at rural festivals rather than a social nuisance to be resented and suppressed. As a thief, he fears the gallows ("gallows and knocks are too powerful on the highway"), but he seems to be wholly unconscious of any legislation directed against him as a vagrant. Christopher Sly, again, "by birth a pedlar, by education a card-maker, by transmutation a bear-herd, and now by present profession a tinker," was unquestionably an idle and disorderly person in the eye of the law, but over his head too the law with all its terrors passes harmless.* No doubt the coming into existence of a pauper class was a new and alarming phenomenon of Tudor times; it is probable, too, that the suppression of the monasteries led to a large increase in the vagrant population, and there is no question as to the apprehension felt on this subject by responsible authorities, but we have no sufficient ground for concluding that the legislation against vagrancy as a criminal offence had its origin in any real condition of serious social disorder.

16. But, whatever view may be taken of the Tudor laws relating to vagrancy, the substance of the law remained in force for more than three centuries. Some of the amendments made are of general interest. The Act of 1597, which may be regarded as the conclusion arrived at after a series of experiments in legislation, required the justices to build and equip houses of correction to be used in addition to the county gaols for vagrants. If any vagrants appeared "dangerous to the inferior sorte of people where they shal be taken or otherwyse be such as will not be reformed of their rogish kind of lyfe," they might be committed to quarter sessions and then either "be judged perpetually to the gallyes of this realme," or banished from the realm and at the cost of the county conveyed to such place abroad as might be appointed by an Order in Council. An Order in Council of 1603 prescribed "the New found Lande" the East and West Indies, France, Germany, Spain and the Netherlands, as places to which incorrigible rogues might be banished. The growth of the colonies during the 17th century provided ready means of ridding this country of the more disorderly elements of the population, moss-troopers from the borders, "malignants" and rebels. In 1662 power was given to transport sturdy beggars and idle and disorderly persons to "any of the English plantations beyond the seas there to be disposed in the usual way of servants" for seven years. The use of transportation as a substitute for the death penalty to which all felons were liable is a later development of the practice. The 2 and 3 Anne, ch. 6, an Act for the increase of seamen and encouragement of navigation, furnished another example of the attempts so persistently made by the legislature to get rid of the vagrant population by allowing rogues and vagabonds to be utilised for "Her Majestie's service at sea," instead of being sent to their parish or a colony.

17. Branding ceased to be legal in 1713, when the Act 13 Anne, ch. 26, repealed and re-enacted with some amendments the earlier statutes. After this period the amendments of the vagrancy law are chiefly remarkable for the new definitions of persons to be treated as vagrants. The offence aimed at was no longer merely the vagrant mode of life, but the fact that the vagrant became chargeable to the poor rate or (and this was considered the more serious offence) chargeable to a parish in which he had no settlement. The most striking illustration of the length to which this policy was carried is section 25 of 17 Geo. II., ch. 5, which empowered quarter sessions to order a public whipping and imprisonment for 6 months for any woman wandering and begging who is delivered of a child in a parish to which she did not belong. Later, however, the vagrancy

* Shakespeare's silence with regard to the punishment of vagrants is the more significant as references are not uncommon throughout his plays to the whipping of women of Doll Tearsheet's type.

law was extended to persons belonging to the criminal classes against whom actual felony could not be proved, *e.g.*, persons found in possession of house-breaking implements (23 Geo. III., ch. 88) and suspected persons and reputed thieves frequenting public places with a felonious intent (39 and 40 Geo. III., ch. 87, s. 12; 51 Geo. III., ch. 119, s. 18).

18. By the beginning of last century the vagrancy law had become extremely complicated and it is probable that few magistrates were fully aware of the extensive powers they possessed under it. Fencers, bear-wards, play-actors not authorised by law, minstrels, jugglers and persons wandering abroad and pretending to be in search of harvest work or pretending to be gipsies or wandering in the habit or form of Egyptians were still rogues and vagabonds under 17 Geo. II., ch. 5. The recognised form of warrant for whipping a vagrant still required the constable to strip the offender "naked from the middle upwards and publicly to whip or cause him to be whipped till his body be bloody."* An "end-gatherer," *i.e.*, one who collected or bought any ends or refuse of woollen goods, was liable to be dealt with as an incorrigible rogue under Acts passed for the encouragement of woollen manufacturers. Under section 23 of 17 Geo. II., ch. 5, anyone who knowingly gave a rogue or vagabond lodging or shelter and refrained from handing him over to a constable was liable to a penalty of not less than 10s. nor more than 40s., or in default one month in the house of correction. There were also a number of very elaborate provisions with regard to passes for vagrants when discharged from prison.†

19. In 1821 a Select Committee of the House of Commons considered the laws as to vagrants. They were mainly concerned with the system of passing vagrants to their place of settlement, which had developed great abuses. The Committee recommended that the existing system should be abolished, and longer periods of imprisonment given for vagrancy offences. As a result of this Report, the existing legislation was in 1822 repealed *en bloc* by the Act 3 Geo. IV., ch. 40. Mr. Chetwynd, in moving for leave to bring in the Bill, stated that during the preceding 300 years, 49 Acts of Parliament had been passed, of which 27 were still in operation; he remarked also that in Wiltshire and an adjoining county as much as £2,587 had been spent from county funds in one year in "passing" vagrants. On the Second Reading it was remarked that £100,000 had been expended in all on this purpose during 1821. The object of the Bill was to remove the necessity for this expenditure and to consolidate the law, omitting all unnecessary and obsolete enactments. Another reason urged in Parliament was that there was at that time a danger of the vagrancy laws "becoming part" of the Poor Law. The Bill also considerably reduced the powers of magistrates with regard to vagrants, reducing the maximum term of detention from 7 years' transportation to 2 years' imprisonment, and not allowing whipping except by order of a court of quarter sessions. As finally passed the Act was only to continue in force till 1st Sept. 1824, and in that year another Bill was introduced which became the present Vagrancy Act (5 Geo. IV., ch. 83).

Vagrancy Act, 1824.

20. The Vagrancy Act, 1824, which is entitled "An Act for the punishment of idle and disorderly persons and rogues and vagabonds, in that part of Great Britain called England," repealed all former statutes on the subject. Under it, persons committing vagrancy offences are liable to punishment either as "idle and disorderly persons," or as "rogues and vagabonds," or as "incorrigible rogues."‡ Later statutes have provided that persons committing certain offences shall be deemed to come within one of the divisions mentioned, and

* See Burn's *Justice of the Peace* (ed. 1814), vol. v. p. 610. The whipping of women was abolished by 32 Geo. III., ch. 45, s. 3.

† The history of these provisions is given fully in Mr. H. G. Codd's report to the Poor Law Commissioners of 1834 published in the Appendix [E] to their Report [H.C. 44]. An extreme instance of the results of the system is mentioned on page 18 of the former report. A widow with five children charged with 'sleeping out' was committed to prison for 14 days and was at the expiration of that period to be "passed" on to her place of settlement. It was calculated that the party would take five weeks to reach their destination, while receiving 5s. a day during their journey from the public purse.

‡ These three divisions of offenders were first established by the Act of 13 Geo. II., ch. 24.

in this way many offenders who are in no sense of the word vagrants have been brought under the laws relating to vagrancy. The offences dealt with by the existing vagrancy law (the Act of 1824 and subsequent amending statutes) are set out in a memorandum prepared by the Local Government Board. They may be divided into three distinct classes :—(1) offences of the kind created by the Tudor legislation, and committed by persons of a disreputable mode of life, such as begging, trading as a pedlar without a licence, telling fortunes, or sleeping in outhouses, unoccupied buildings, etc., without visible means of subsistence ; (2) offences against the Poor Law, such as leaving a wife and family chargeable to the poor rate, returning to and becoming chargeable to a parish after being removed therefrom by an order of the justices, refusing or neglecting to perform the task of work in a workhouse, or damaging clothes or other property belonging to the guardians ; and (3) offences committed by professional criminals, such as being found in possession of housebreaking implements or a gun or other offensive weapon with a felonious intent, or being found on any enclosed premises for an unlawful purpose, or frequenting public places for the purpose of felony.

21. The offences which may be regarded as specially characteristic of the vagrant class are begging, "sleeping out," and certain offences in casual wards, such as refusal to perform a task of work and destroying clothes. Persons committing offences of the last mentioned kind are classed as "idle and disorderly persons" and are liable on summary conviction by a single justice to imprisonment with hard labour for fourteen days, or on conviction by a petty sessional court (which includes any stipendiary magistrate sitting alone) to a fine of £5 or imprisonment for a month with or without hard labour. Any one committing such an offence after having been previously convicted as an "idle and disorderly person" is a "rogue and vagabond" liable, on conviction by a single justice, to imprisonment for fourteen days with hard labour, or on conviction by a petty sessional court to a fine of £25 or imprisonment for three months with or without hard labour. On a third conviction he becomes an "incorrigible rogue," and on conviction may be committed to prison and kept to hard labour till the next quarter sessions, when he is liable to a sentence of imprisonment for twelve months with hard labour. "Incorrigible rogues," if males, may also be whipped. Any person sleeping out without visible means of subsistence and not giving a good account of himself is a "rogue and vagabond," and may be treated on a second conviction as an "incorrigible rogue." An ordinary beggar is an "idle and disorderly person ;" if he exposes wounds or deformities, or if he endeavours to collect alms or charitable contributions under false pretences, he may be charged as a "rogue and vagabond" and is liable on a second conviction to be treated as an "incorrigible rogue."

22. In addition to establishing these divisions of offenders, the Act of 1824 contained a provision authorising magistrates to grant certificates or passes to vagrants discharged from prison to enable them to reach their places of settlement, and to obtain relief from parochial authorities on the way. This pass system, which was a survival of a very old practice, was only carried out by four counties and soon fell into disuse. It was severely condemned in the Report of the Poor Law Commission of 1832, as having the effect of causing paupers to be sent to prison in order to obtain the benefits of the pass. With the exception of the provision as to passes, the Act of 1824 was a measure simply of repression ; and in a way it was certainly effective, for the number of vagrants committed to prison rose from 7,092 in 1825 to 15,624 in 1832.

Legislation and Administration since 1824.

23. The reports made to the Poor Law Commission by their Assistant Commissioners went somewhat fully into the question of vagrancy.* In the Report of the Commission it was stated that it appeared from the evidence obtained that vagrancy had actually been converted into a trade, and not an unprofitable one ; and "that the severe and increasing burden arises from the vagrants by

* See especially the reports of Mr. Bishop, Mr. Codd, Captain Chapman, and Mr. Henderson which are printed in Appendix (A) and (E) to the Report of the Poor Law Commission, 1834.

trade, not from those on account of destitution. We state, in proof of this, and the statement is more valuable, as it points out the remedy as well as the cause of the evil, that in those few districts in which the relief has been such as only the really destitute will accept, the resort of vagrants has ceased, or been so much diminished as to become only a trifling inconvenience. But it appears vain to expect the remedy from detailed statutory provisions. The tendency of legislation respecting the poor to aggravate the evils which it was intended to cure, a tendency which we have so often remarked, is strikingly exemplified in that portion of it which respects vagrancy." The Commission expressed the opinion that vagrancy would cease to be a burden if the relief given to vagrants was such as only the really destitute would accept, but that this could not be effected unless the system was general; and they expressed their conviction that no enactments to be executed by parochial officers would in all parishes be rigidly adhered to unless under the influence of strict superintendence and control. They consequently recommended that the Central Board which was to be established for the relief of the destitute poor generally, should be empowered and directed to frame and enforce regulations as to the relief to be afforded to vagrants and discharged prisoners. But the Poor Law Act of 1834 which established the Central Board (the Poor Law Commissioners) made no special reference to vagrants, and several years passed before any regulations were made as to such persons.

24. Under the Poor Law as reformed in 1834 the primary duty of the guardians is to provide relief for destitute persons resident within their district; and for the discharge of this duty it is necessary to inquire into the circumstances of persons applying for relief, and to make sure by the use of a test or by other means that relief is not given from the public funds except in cases of real necessity. The provision of casual wards for destitute wayfarers not belonging to the particular district is clearly a duty of an entirely different character and was not contemplated by the framers of the Poor Law of 1834. But when workhouses had been established, vagrants applied for admission to them representing themselves to be in urgent need of relief. The masters of workhouses had no means of investigating the facts and had to deal with each case on their own responsibility. At that time workhouse inmates who had no settlement were maintained at the expense of the parish in which the workhouse happened to be; this made the relief of the vagrant in the workhouse more difficult and workhouse masters were pressed by the guardians to refuse such cases altogether. In 1837 the Poor Law Commissioners, on being appealed to by the Commissioners of Metropolitan Police with regard to this question, expressed the opinion that it was the intention of the Act that all cases of destitution should be relieved irrespective of the fact that the applicant might belong to a distant parish. They stated that it was the duty of the relieving officer to relieve casually destitute wayfarers and of the workhouse master to admit such cases to the workhouse. These cases were distinguished from beggars by profession, who were to be dealt with under the Vagrancy Act of 1824.

4th Report of
Poor Law Com-
missioners.

25. In 1838 the Poor Law Commissioners issued a circular letter to boards of guardians in the Metropolis calling attention to the correspondence with the Commissioners of Police, and pointing out the duties of guardians in relieving the casually destitute, and they suggested the adoption of arrangements for securing the performance of a task of work. This was followed by another circular in the next year, threatening with dismissal officers who neglected to relieve cases of urgent casual destitution. Thus it may be said that the Poor Law vagrant is an accidental result of the law of settlement. As a class, however, vagrants came to be recognised by the Central Authority, who from this point issued a series of circulars and Orders dealing with them directly or indirectly. Between 1834 and 1848 vagrancy increased to an alarming extent in all parts of the country. This was probably in part due to the action of the Poor Law Commissioners as above mentioned, and partly to a great influx of Irish poor, owing to the famine in Ireland.

5th Report of
Poor Law Com-
missioners.

Hutton, 3959.
Fleming, 4962.
Crooks, 5415.

26. Under an Act of 1842 (5 & 6 Vict., ch. 57, sec. 5), boards of guardians generally were enabled to prescribe a task of work for persons relieved in the workhouse. The Act stated that this was to be "in return for the food and lodging afforded," but the guardians were not to detain any person against his will

for the performance of the task for more than four hours after breakfast on the morning after admission. In the same year the Poor Law Commissioners issued a general Order requiring that vagrants should be kept in a separate ward of the workhouse, and dieted and set to work under regulations to be framed by the guardians and approved by the Commissioners. So early as 1837 arrangements were in force in Hatfield and certain other unions for exacting a task of work from vagrants relieved in the workhouse.

8th Report of
Poor Law Com-
missioners.

7 & 8 Vict., ch.
101, sec. 41.

12th Report of
Poor Law Com-
missioners.

27. The Poor Law Act, 1844, contained a provision, which is still in force, authorising the formation of districts in London and certain other large towns for the provision of asylums for the temporary relief and setting to work of destitute houseless poor. Accordingly in 1845 the Poor Law Commissioners prepared a scheme forming districts in the Metropolis for this purpose, but it met with considerable opposition. In 1846 a Select Committee of the House of Commons was appointed to inquire into the manner in which the Poor Law Commissioners had exercised their powers under the provision referred to, and also to inquire into the effects of any asylums supported by voluntary subscriptions formed for the same purpose. They took a mass of evidence, but expressed no opinion on the question submitted to them. The evidence attributed the increase of vagrancy largely to the action of the Commissioners in issuing the circulars of 1837-9, which, it was urged, resulted in workhouse masters relieving all applicants whether deserving cases or not. The evidence was very strong as to the harmful effects of night asylums or shelters for the homeless in encouraging vagrancy. As a result of this inquiry, the scheme put forward by the Commissioners was abandoned.

13th Report of
Poor Law Com-
missioners.

28. In 1848, when the Poor Law Board took the place of the Poor Law Commissioners, the question of vagrancy was one of the first to be dealt with. In that year reports on vagrancy were made by the Inspectors to the new Board ; and these reports were presented to Parliament together with a special report by Mr. Boase, and various communications from boards of guardians on the subject.* These reports showed that in many cases the vagrant wards were defective : that the vagrants had greatly increased in numbers or were encouraged in idleness by the food and lodging provided for them : that their conduct was unruly and that little or no work was exacted from them ; that their condition was often filthy and verminous, and many instances were given in which they spread fever and other diseases. The fact that vagrants refused to work or committed other offences for the express purpose of being sent to prison was referred to, and generally speaking the opinion of the Inspectors was that a closer connection between the Poor Law, the police, and the prison administration should be brought about, and that the treatment of vagrants should be uniform. Mr. Boase was in favour of transferring the vagrants entirely to the care of the police. One of the Inspectors, Mr. Aneurin Owen, recommended the establishment of what would be termed now "labour colonies," and suggested that islands off the coast, where rock is of proper hardness to be broken for road material, would be a suitable place for the establishment of these depôts.

29. In consequence of these reports, a Minute of the Poor Law Board signed by Mr. Charles Buller, its first President, was communicated in the same year to boards of guardians and their officers calling attention to the necessity of repressing the growing evil of vagrancy, and the importance of exercising greater vigilance and discrimination in the administration of relief to vagrants. This Minute was popularly, though inaccurately, supposed to reverse to a considerable extent the policy of the Commissioners. In it complaint was made that all vagrants who applied for relief were admitted to the workhouse without discrimination, and it was stated that the responsibility rested with the guardians, who, "as they represent those who suffer from the evil, must seek the remedy principally in their own vigilance and energy. They can expect little help from Parliament when no material increase of their present power appears to be requisite." It went on to say that it was the duty of the officers "to relieve the destitute and to repel the impostor," and that the Board could

Appendix III.

* Reports and Communications on Vagrancy (1848).

not by general rules supply the place of that discrimination on the part of the guardians which was obviously necessary between the treatment of the professional vagrants and those really in distress. The professional vagrant was characterised as "the thief, the mendicant and the prostitute who crowd the vagrant wards." The Minute urged that there should be uniformity in action throughout England and recommended :—

- (a) the refusal of relief to able-bodied men not actually destitute ;
- (b) the employment of police officers as assistant relieving officers for vagrants ; and
- (c) some system of passes or certificates, to be given "by some proper authority" to persons actually in search of work. To lessen the chances of any abuse of those powers they should be granted only for a particular road and a limited period.

30. The recommendations of this Minute were very widely acted upon by boards of guardians (except it seems as to passes), and reports made by the Inspectors in 1849 showed that a great decrease in vagrancy had occurred as a result of more stringent regulations. The numbers of vagrants relieved fell from 13,714 on the 1st July, 1848, to 5,662 on the 1st July, 1849, and to 1,484 on the 1st July, 1853. From 1853, however, the numbers of vagrants began to rise again. The question of vagrancy seems to have been a source of continual trouble to the Poor Law Board who issued several circulars which appear to have had but little effect in securing uniformity.

31. For some time previously complaints had been made that the cost of the relief of vagrants pressed unduly heavily on particular parishes. In the Gilbert incorporations* this cost was already a common charge on the constituent parishes. In accordance with this precedent and in acknowledgment of the grievance complained of, the Poor Law Act of 1848 (11 & 12 Vict., ch. 110) made the cost a common charge in every union.

32. In 1857 the Poor Law Board revived the scheme which had been formulated by the Poor Law Commissioners in 1845 for the establishment of district asylums in the Metropolis, in which vagrants were to be treated in a uniform manner. The scheme, however, had again to be abandoned owing to the opposition with which it met. The Board argued in favour of the scheme that it was calculated :—

(i) to ensure a better test of destitution by one uniform system of labour, discipline, and treatment, in return for relief ;

(ii) to check vagrancy by diminishing the number of places for the reception of vagrants, and by establishing a system of supervision which would afford some ready method of detecting all second applications ;

(iii) to relieve the workhouse from the dirt, annoyance, clamour, and contagion of habitual tramps, pickpockets, and prostitutes, so that the ordinary paupers, the majority of whom were aged and infirm persons, might be left undisturbed and the officers might not be interrupted in their proper functions ;

(iv) to ensure a refuge for all who were really destitute and homeless, so arranged that the decent and well-conducted might find a night's shelter without being exposed to an intercourse with filthy and immoral inmates ; and

(v) to apportion the charge of such relief more equally among the parishes and unions of the Metropolis.

33. Although this scheme failed, the Select Committee on Poor Relief of 1864 recommended that the relief of vagrancy in London should be a common charge

* Incorporations of parishes set up under Gilbert's Act (22 Geo. III., ch. 83).

27 & 28 Vict.,
ch. 116.
28 & 29 Vict.,
ch. 34.

18th Report of
Poor Law Board.

Preston-Thomas,
52-3, 78-80.

75.

81.

60.

on the whole Metropolis,* and this led to the passing of the Houseless Poor Acts of 1864 and 1865, which are still partly in force. Under these two Acts the expenses in connection with vagrants were to be repaid to the guardians by the Metropolitan Board of Works, but in 1867 these expenses were made a charge on the Metropolitan Common Poor Fund. Under the Act of 1864 every London union was required to provide casual wards to the satisfaction of the Central Authority. In circular letters issued to London unions, the Poor Law Board specified certain requirements for casual wards, and suggested the use of sleeping platforms or barrack beds; they strongly recommended, but did not then prescribe, a task and a bath for each tramp; and they announced that they had made arrangements with the Commissioner of Police, by which officers of police would inspect the casual wards in London and make quarterly reports thereon to the Board. It may be mentioned here that, by an arrangement between the Poor Law Board and the Commissioner, the police were charged in 1863 to act as assistant relieving officers for vagrants in the Metropolitan unions and parishes. This practice lasted till 1872, when it came to an end by mutual consent, the police having made continual complaints of the duties imposed upon them, and of the filth and vermin brought to the police stations by applicants for relief. The various boards of guardians then appointed special officers as assistant relieving officers in place of the police, and four officers were appointed by the Local Government Board (who had succeeded the Poor Law Board in 1871) to supervise the casual wards and to make the quarterly reports which were required by the Act of 1865. This is still the practice in London.

34. In 1865 the Inspectors of the Poor Law Board were instructed to make reports upon the arrangements for dealing with vagrants within their respective districts. These reports were published in a volume and presented to Parliament in 1866†. They showed that great diversity in the treatment of tramps then existed. Of 619 unions 86 had no casual wards at all, and many others had quite unsuitable accommodation; while 195 imposed no task of work. It was clear that the policy of requiring masters of workhouses and relieving officers to exercise a discrimination in relieving vagrants, though it was generally adopted after the issue of the circular of 1848, was very soon abandoned by the guardians. The officers would not take the responsibility of refusing relief to anybody, and in nearly every union reported upon relief was given to all applicants alike. There was no uniformity whatever, either in the diet given or in the task enforced, and several of the Inspectors pointed out the great difficulty of making masters take the trouble necessary for strictly enforcing the task which had been prescribed. It was considered by individual boards of guardians then, as it is now, both easier and less expensive to let the vagrant go without doing any task. The evidence as to the value of employing police officers as assistant relieving officers was conflicting, but it is clear that many boards of guardians after trying the system had abandoned it, either because the police, having no special responsibility in the matter, gave orders without enquiry, or because of the friction between them and the union officers. In one county only (Essex) did it appear that the system of passes or certificates suggested in Mr. Charles Buller's Minute of 1848 was being worked, and here Sir John Walsham reported

* The recommendations of the Committee on this point were as follow :—

“That, in order to secure sufficient and convenient means for the relief of the casual and houseless poor within the Metropolis, as defined by the Metropolitan Local Management Act, it is expedient that the charges incurred for the support of such poor should be paid out of a rate assessed on the annual rateable value of the whole of the said Metropolis.

“That, in the opinion of this Committee, the machinery adopted under the Metropolitan Local Management Act might be made available for raising the amount of such charge, and your Committee recommend that authority be given to the Metropolitan board of works for such purpose.

“That the Poor Law Board be empowered to prescribe and enforce all necessary arrangements for providing the requisite accommodation in the several unions and parishes, and otherwise carrying the foregoing resolutions into effect.

“That, with the view of suppressing vagrancy as far as practicable, the Committee are of opinion that the Central Authority, when invested with adequate power for that purpose, should direct boards of guardians to provide suitable and sufficient wards for the reception of the wayfaring and wandering poor, and that the regulations for their management and relief should be on a uniform system throughout the country. The Committee approve of the employment of police constables as assistant relieving officers for vagrants, and think it desirable that the arrangement should be generally adopted.”

† Reports on Vagrancy made to the President of the Poor Law Board by Poor Law Inspectors (1866).

that vagrancy had been practically abolished by the energy of Admiral McHardy, the chief constable.

35. The Inspectors reported that in many cases the vagrant wards were insufficient. Mr. Doyle, in a most interesting report, quoted largely from the opinions of workhouse masters and the police, and, in illustration of the character of the tramps, gave extracts from their writings on the walls of the vagrant wards. These extracts establish conclusively his statement that "the casual ward of a workhouse, so far from being the temporary refuge of deserving poor, is a place of rendezvous for thieves and prostitutes, and other vagabonds of the lowest class, gangs of whom work allotted districts and make their circuits with as much regularity as the judges." He recommended that if it was not possible to induce guardians to discriminate between the various classes of tramps, and to refuse admission to those who were able-bodied and not destitute, then the care of tramps should be handed over to the police, and that the vagrant wards should be utilised as refuges for wayfarers in search of work who had obtained passes to a definite place from the authorities.

36. Several of the other Inspectors considered that the treatment of vagrants was a matter for the police, and that the joint action of the police and poor law authorities could only result in friction. All agreed that uniformity was essential. One of the Inspectors, Mr. Cane, advised that vagrants refusing to work should not, except in extreme cases, be taken before a magistrate, but should be merely detained for four hours. He said that the main cause of refusal to work and of tearing up clothes was not infrequently a desire to be sent to prison for a short time. It may be remarked that the Inspectors were by no means unanimous as to the efficacy of any task of work, partly on account of the difficulty of getting workhouse officers to enforce it, and partly because they were of opinion that, although a labour test was effective against a wayfarer in search of work, it broke down as against the professional vagrant.

37. In 1866 a dietary for vagrants was for the first time prescribed by the 19th Report of Central Authority, but the Order had reference only to London. It prescribed a Poor Law Board, uniform dietary. In 1868 the Poor Law Board issued a circular to guardians generally recommending the appointment of police as assistant relieving officers for vagrants and suggesting (a) that a register of applicants for admission should be kept; (b) that vagrants should be searched and bathed; (c) that they should be made to perform a task of not more than four hours; and (d) that a uniform dietary should be adopted. The circular commended the system of separate cells which had been introduced in a few places, and referred to a system of way-tickets adopted in certain counties, which dispensed with any task if a tramp had walked a sufficient distance from another workhouse, the walk being supposed to take the place of a task. It may be mentioned that the number of vagrants relieved fell from 7,020 on the 1st January, 1869, to 5,430 on the 1st January, 1870.

38. In 1871 the Pauper Inmates Discharge and Regulation Act was passed as 34 & 35 Vict., a Government measure, dealing with the whole question of the discharge of ch. 108. paupers from workhouses. In his speech introducing the Bill, Lord Kimberley referred to the proposal that the relief of vagrants should be entirely in the hands of the police, and intimated that though he thought this change might have great advantages he had decided against the proposal on the grounds that it might take the police from their other duties, and that it might involve considerable expense in the building of separate sets of wards in connection with police stations. The Act provided that a casual pauper should not be entitled to discharge himself from the casual ward before 11 a.m. on the day following his admission, nor before he had performed a prescribed task; and that, where a casual pauper had been admitted on more than two occasions during one month into any casual ward of the same union, he should not be entitled to discharge himself before 9 a.m. on the third day after his admission.

39. The detention of casuals over two nights made it necessary for the Local Government Board to prescribe a dietary for vagrants including a mid-day meal, a matter which has given rise to questions of great difficulty. A

general Order was issued in November, 1871, prescribing a dietary (which is the same as that now in force) and tasks of work, and making general regulations as to the admission, discharge, and treatment of vagrants. The circular which was issued to guardians with the Order made various suggestions for dealing with vagrants. It stated that the Board would feel it their duty to require the provision of proper accommodation for vagrants, and it recommended generally the system of separate cells as being deterrent to the professional vagrant, and affording "protection from objectionable association to the honest but indigent wayfarer."

40. Immediately after the passing of the Act of 1871 the number of pauper vagrants began to decrease, and on the 1st January, 1875, it had fallen to 2,235, or about one-half of what it had been in 1866, and 3,000 less than it had been in 1870. But after 1875 the numbers began to rise again steadily until on 1st January, 1881, they amounted to 6,215. It may be noticed here that it appears to have been the experience that on most occasions when an Act has been passed, or an Order or circular issued by the Central Authority regulating the treatment of vagrants, the number of these persons has fallen, only, however, to rise again gradually until the next Act or Order.

41. In 1882 another Bill was introduced into Parliament to deal with vagrancy. In this Bill it was proposed *inter alia* to abolish the distinction between casual and ordinary paupers, to require that no pauper should be discharged from the workhouse without reasonable notice, and that no notice should be given before he had appeared before the guardians. The effect would have been that where the guardians met fortnightly a man might have to stop in the workhouse for a fortnight. These provisions were omitted during the passage of the Bill through Parliament, and the measure limited to casual paupers passed as the Casual Poor Act, 1882. It is still in force. It amended the Act of 1871 as to the discharge of casual paupers and extended the periods of detention. Under the Act of 1882 a casual pauper is not entitled to discharge himself from a casual ward before 9 a.m. on the second day following his admission (instead of 11 a.m. on the day following admission); and where he has been admitted on more than one occasion during one month into any casual ward of the same union, he is not entitled to discharge himself before 9 a.m. on the fourth day after admission (instead of 9 a.m. on the third day after admission). The Act also provides that for the purpose of determining the number of admissions of a casual pauper every casual ward in the Metropolis is to be deemed a casual ward of the same union. The Metropolis for the purpose of this Act is now the county of London (including the city of London). The effect is that if a person who has been admitted to a London casual ward subsequently goes to that or any other casual ward in London during the same month, he is liable to four nights' detention. To identify persons who have been admitted to any London wards more than once in a month, the four officers appointed by the Local Government Board pay frequent visits to the different wards.

42. The Act was followed by a new general Order dated the 18th December, 1882. This Order is set out in the Appendix. It provides *inter alia* that admission to the casual wards is to be only by an order of a relieving officer, assistant relieving officer, except in any case of sudden or urgent necessity. The admission is to be after 4 p.m. in winter and after 6 p.m. in summer. Vagrants are to be searched and have their money and all articles found upon them taken away; they are to have a bath; their clothing is to be dried and disinfected, and a nightshirt is to be supplied to them. An admission and discharge book is to be kept by the superintendent of the wards, which is to be a register of the vagrant's name, age, calling, previous sleeping place, task, and time of discharge. There is a proviso in the Order allowing the provisions of the Act as to detention to be dispensed with in particular cases, and this proviso has been one of the main causes of the want of uniformity in the administration of the Act and Order. In point of fact many boards of guardians make the exception the rule by not detaining any vagrant for two nights. The Order prescribes alternative forms of diet and task of work, and this again is an obstacle to uniformity of treatment. In 1887 a general Order was issued (applying to London only) requiring that either hot gruel or hot broth should be given for supper and breakfast in the case of males over fifteen.

Preston-Thomas,
126.

45 & 46 Vict., ch.
36.
Appendix II.

Appendix II.

Appendix II.

43. In 1888 there was a Select Committee of the House of Lords on Poor Law Relief. Several witnesses of experience in poor law matters gave evidence in favour of the abolition of the casual wards, but the Committee thought that "paupers belonging to the vagrant and casual class, for various reasons, could not be dealt with otherwise than as a separate class, so that practically it would always be necessary to maintain a separate department of the workhouse for their reception." They added: "It might, perhaps, be advisable in the case of casual paupers to somewhat further extend the power of detention, where the pauper has been re-admitted, say within a period of 14 days," and they suggested that casual paupers should be allowed to discharge themselves before 9 a.m. In 1892 this last suggestion was given effect to by a general Order which conferred upon any casual pauper, who represented that he wished to seek work, the right to claim his discharge on the second day after admission, at 5.30 a.m. in the summer and 6.30 a.m. in the winter, provided he had performed his task to the best of his ability. In 1897 another general Order was issued providing for an improved diet for children under the age of seven years by giving them milk. Appendix II.

44. From 1882 to 1885 the figures of pauper vagrancy decreased, but between 1885 and 1895 the number was nearly doubled according to the figures for the 1st January, and in the last mentioned year a deputation representing 250 unions with a population of over 16,000,000 waited upon Mr. Shaw-Lefevre, President of the Local Government Board, asking for a Royal Commission or a Departmental Committee to inquire into the whole subject. This was refused, Mr. Shaw-Lefevre directing attention to the want of uniformity in the administration of the Act and Order of 1882, and saying that guardians should try the effect of carrying out the regulations before asking for fresh inquiry or legislation. A circular letter to this effect was issued in 1896. It pointed out that out of 648 unions 635 had casual wards, but that vagrants were detained for more than one night in only 305 unions. It stated that the regulations had been framed "with a view of ensuring from the vagrants such a return by work for the relief afforded to them by the guardians that they will understand that their lot whilst so relieved will be in no wise better as regards labour than that of the industrious working man," but "this intention is frustrated when from more than half the casual wards in the country vagrants are discharged the first morning after their admission generally without any adequate task of work being required from them." Referring to the plea of certain boards of guardians that their accommodation was insufficient to enable them to detain for more than one night the large number of vagrants who sought admission, the Board pointed out that in the case of an habitual vagrant "it may usually be assumed that if he is not sleeping in one workhouse he is doing so in another, and therefore if all guardians detained vagrants of this class, the extra strain on the accommodation which is anticipated would not, under ordinary circumstances, arise." And they added that it had been proved again and again that "strict administration immediately produces a marked reduction in the number of applicants for admission." The circular concludes thus:—"If it should hereafter be found that the existing law, when duly enforced by boards of guardians generally throughout the country, is insufficient to meet the evil, the Board will be quite ready to consider what further action should be taken with a view to dealing with the question either by legislation or otherwise." Preston Thomas, 189. Appendix IV.

45. This circular may have had a beneficial effect; at any rate pauper vagrancy decreased until 1900. But with the close of the South African War and the approach of a period of trade depression, the number of casual paupers again increased and in 1904 passed all previous records. The agitation against vagrants was renewed and fresh powers for dealing with them were sought. At last, in February, 1904, Mr. Long, the President of the Local Government Board, received a joint deputation from the Central Poor Law Conference and the Poor Law Unions Association with the result that the present Committee were appointed to consider the whole question.

CHAPTER II.

STATISTICS OF VAGRANCY.

46. The returns of pauperism published annually by the Local Government Board give figures relating to casual paupers, that is, vagrants relieved in casual wards, but these represent only a small portion of the total number of vagrants. From time to time counts have been made of various other classes of vagrants by the police and others in particular districts, but there are no trustworthy statistics of vagrancy in general. The persons classed broadly as "vagrants" differ greatly, and it is extremely difficult to define what is, in fact, included in the term. It is impossible to say exactly at what stage a *bona fide* workman on tramp in search of work, and failing to find or keep it, should be regarded as having joined the vagrant class, nor what amount of casual labour should be regarded as enough to take a man out of the class. The vagrant is to be found in many places: on the road, in casual wards, common lodging-houses, public or charitable shelters, and prisons; besides which he has many other resorts, such as barns, brick works, etc. Then again, the number of homeless wayfarers varies greatly from time to time and at different periods of the year, owing to conditions of trade, the state of the weather, or the attraction of seasonal employments. Any figure, therefore, which is given as the total number of vagrants must be accepted as a mere estimate.

We will refer in the first place to the different statistics which are in existence relating to persons of the vagrant class before we state our conclusions as to the aggregate number of such persons.

Vagrants in Casual Wards.

47. Since 1848 the Local Government Board have obtained particulars of the number of vagrants relieved in casual wards in England and Wales on two particular dates, the 1st January and the 1st July each year. Statements are given in the Appendix showing the number of vagrants relieved on those days during a series of years, and it will be seen from the chart prepared by Mr. Preston-Thomas that the number has been subject to considerable fluctuations. As a rule, the January figures are higher than those for July, the reason, no doubt, being that in the summer months many vagrants sleep out of doors instead of resorting to the casual wards. Taking the January figures, it will be seen that the number has risen from 2,416 in 1858 to 9,768 in 1905. The latter is the highest number of the series, while the lowest is 1,542 in 1860. The figures for the 1st January and 1st July, at quinquennial periods, for the last twenty-five years are as follows :—

			1st Jan.			1st July.
1880	-	-	5,914	-	-	7,742
1885	-	-	4,866	-	-	4,648
1890	-	-	5,701	-	-	5,089
1895	-	-	8,810	-	-	7,000 (estimated)
1900	-	-	5,579	-	-	4,170
1905	-	-	9,768	-	-	8,556

48. A slight examination of the figures quoted by Mr. Preston-Thomas is sufficient to show that certain groups or periods of years may be distinguished, in each of which pauper vagrancy rose and fell, though with some irregularity. The years 1861 to 1864, 1865 to 1875, 1876 to 1884, 1885 to 1891, and 1892 to 1900, are among the periods referred to. The highest points reached during these periods were :—

1st January	-	1863	-	-	-	4,234
1st July	-	1868	-	-	-	7,946
1st July	-	1880	-	-	-	7,742
1st January	-	1889	-	-	-	7,058
1st January	-	1895	-	-	-	8,810

Appendix V.

Appendix VI.

The figure for the 1st January, 1905, is about 10 per cent. higher than that for the 1st January, 1895, the highest point in the preceding decade.

49. It is impossible to give a complete explanation of all these variations. It does not appear from the chart already referred to that there is a very close connection between the fluctuations of pauper vagrancy and pauperism as a whole. In many instances, no doubt, a rise in each has taken place about the same time, and there has been a somewhat similar fall; but, generally speaking, the fluctuations in casual pauperism have been more numerous and more accentuated than in the total pauperism. In the case of London there is a considerable resemblance between the movements of vagrancy and pauperism, and this is shown by a chart in the Appendix. It is probable that the variations depend to a considerable extent on the state of trade, periods of trade depression, as in 1879, 1895, and the last few years, producing high vagrancy figures; while in a time of industrial activity, as in 1872-4 and 1900, the figures of vagrancy are low. In the statistics generally much allowance must be made for fortuitous variations not assignable to any particular cause. As we have already stated, alterations in the administration of casual wards have been followed often by a temporary reduction in the admissions. It is a point not to be lost sight of that since 1865 the population of England and Wales has increased by more than 50 per cent. There is also another point to be considered in comparing the earlier figures with recent counts, and that is that prior to 1871 the arrangements for receiving vagrants into the casual wards were not so much developed as at the present time. Appendix V.

50. We deal later with the subject of the recent increase in vagrancy, but it may be stated here that the figures of casual paupers relieved show a continuous increase since 1900 and are as follows:—

		1st Jan.		1st July
1900	- -	5,579	- -	4,170
1901	- -	6,795	- -	5,455
1902	- -	7,840	- -	6,609
1903	- -	8,266	- -	5,121
1904	- -	8,519	- -	6,748
1905	- -	9,768	- -	8,556

51. It may be mentioned that the figures given for the counts prior to the 1st July, 1890, are less valuable than the later ones, as it is doubtful to what extent the returns referred to the actual number of vagrants relieved in any given union on the particular night only, or to the number relieved at any time in the course of the day. An aggregate for the country based on the latter figure would include twice over those vagrants who, after discharge from casual wards in the morning, were admitted to the casual wards of another union in the evening. It is probable, therefore, that in the earlier returns many vagrants were counted twice, and the totals would therefore be in excess of the actual number of casual paupers. Since 1890 care has been taken to avoid this error, and a double return is now made on each occasion, showing separately those relieved at any time on the day as well as those relieved only on the night. The earlier figures are, however, of some utility for the purpose of comparison. Preston-Thomas, 198.

52. Until 1904 these half-yearly counts supplied the only figures as to casual paupers for the whole country, but in that year weekly counts of the inmates of casual wards were instituted for each Friday night. In the Appendix is given a chart prepared by Mr. Preston-Thomas showing the fluctuations of this census during 1904. It will be seen from this that the figures had an upward tendency from the beginning of January to the end of May, from which point they fell rapidly till the middle of July. From then they rose as rapidly and continued generally high till the end of the year. From a similar chart furnished to us by the Local Government Board, in which the results of this weekly census are continued down to November, 1905, it will be seen that vagrancy took much the same course in 1905 as in 1904. Appendix. VI.

Preston-Thomas,
221.

Motion, 6592,
6613.
Dewar, 6727.

53. It has been the practice to arrive at the average pauper vagrancy for the year by taking the mean between the January and July counts, but, as Mr. Preston-Thomas points out, it is probable that the result thus obtained would be below the actual mean. It is clear that the 1st January is not the date with the highest total, although probably the figure for the 1st July may represent approximately the lowest. On this point we may refer to the evidence of a witness who thought that the figures of the half-yearly census of vagrants taken in Scotland in June and December should be added together to arrive at the number of vagrants.

Appendix V.

54. In London weekly counts of casual paupers have been made since 1880. In this period the average number relieved on Friday night in each year has varied very little, rising only three times above 1,100 and falling only four times below 700, being generally about 1,000. Charts and tables will be found in the Appendix showing the variations during a series of years and for each week during 1904 and 1905.

Appendix VI.

55. The distribution of casual pauperism in 1904 is shown in tables given in the Appendix. These tables indicate the counties in which (on various bases) the rate of casual pauperism was above the average for England and Wales, and those in which there had been an increase above the average. Another table gives the highest and lowest monthly averages for each county during the year. An interesting map has been prepared by the Local Government Board which shows at a glance the comparative amount of vagrancy in each district. Mr. Preston-Thomas supplied us with a table showing for each county the average number of vagrants relieved per union for 8 years.

Appendix V.

56. We have been furnished by the Local Government Board with some particulars as to the ages of casual paupers. On the 1st January, 1905, the total number of casual paupers relieved was 9,768. Of 8,693 male and 887 female adults, the ages were as follows:—

	Males.	Females.
Sixteen years and under thirty-five -	2,156	132
Thirty-five years and under sixty-five -	6,143	660
Sixty-five years and upwards -	394	95

Figures obtained in 1899 and 1900 give the number of vagrants over sixty-five as follows:—

	Men.	Women.
1st July, 1899 -	368	94
1st January, 1900 -	224	59

Particulars are also given in the Appendix as to the ages of children relieved as vagrants in the years 1895-8.

Appendix V.

57. Figures showing the number of women and children included in the total of vagrants relieved have not been obtained regularly. The statement prepared by the Local Government Board shows to what extent this information is available. It appears from the figures given that women and children form only a small proportion of the total. Thus in 1891 the figures were:—

	Men.	Women.	Children.
1st January -	4,204	553	164
1st July -	4,384	758	281

In 1905 the figures were:—

1st January -	8,693	887	188
1st July -	7,554	813	189

On 1st January, 1891, men were 85 per cent. of the total, and on 1st January, 1905, 89 per cent. The proportion of women shows a slight decline in that period. It varies from 15 per cent. in July, 1894, to 9 per cent. in January, 1905. Children

represent a proportion varying from about 2 to 5 per cent. of the total, the lowest number being 164 in 1891 and the highest 411 in July, 1893. The figures show that, in spite of the high level of vagrancy generally in the last four years, the number of children has remained consistently low. In London especially, the number of children relieved in the casual wards is very small, the average number for a single night being 16 in 1901, 19 in 1902, and 13 in 1903.

58. These figures and the evidence we have received show conclusively that so far as the casual wards are concerned there is no foundation for the statements which have been freely made in many quarters as to the large number of vagrant children. The exaggerated idea no doubt arises from the same children being counted again and again in the total for a month or a year. To arrive at any just estimate it is, of course, necessary to take the number for a particular day.

Vagrants in Prison.

59. We obtained a return from the Prison Commissioners, from which it appears that out of 12,369 convicted male prisoners on the 28th February, 1905, 3,736 were, in the opinion of the prison governors, persons with no fixed place of abode and no regular means of subsistence; and of 2,598 convicted female prisoners 372 answered the same description. These figures show that on the date in question more than one fourth of the total prison population were persons who might be considered as belonging to the vagrant class. According to the governor of Manchester prison, one-sixth of the male prisoners received in that prison during 1904 were committed for vagrancy offences. Appendix VII. Isaacson, 9123.

There are figures relating to offenders under the Vagrancy Act which are published in the annual Judicial Statistics: these, however, only show the total number of cases prosecuted each year, and assist but little in estimating the actual number of offenders.

Census of Vagrants in certain Counties.

60. In some counties attempts have been made from time to time to obtain more complete figures of vagrancy than those furnished by the returns of inmates of casual wards. In Gloucestershire, Admiral Christian, the chief constable, has since 1885 taken an annual census of the inmates of common lodging-houses in addition to the inmates of casual wards. This census has been taken on the first Tuesday in April in each year, and has shown males, females, and children, distinguishing them as "known residents" or "strangers." The number of such persons considered to belong to the "tramping" class is also given. The figures will be found in the statement handed in by Admiral Christian. On the 5th April, 1904, out of 465 persons sleeping in common lodging-houses 197 are described as "known residents" and 268 as "strangers." Of the total, 104 were deemed to belong to the tramping class. In the previous year there were 117 out of 475. These figures would seem to establish the fact that in Gloucestershire about one-fourth of the inmates of common lodging-houses were persons of the vagrant class. This census, of course, is not complete, as it takes no account of vagrants passing the night otherwise than in casual wards or common lodging-houses, *e.g.*, sleeping out; but it enables a much better estimate to be obtained of the vagrancy in the county than can be got from the mere casual ward figures. Appendix VIII.

61. A census of another kind has been taken in Northumberland. There the chief constable caused a most careful enumeration to be made, by means of police officers placed at the most important points, of vagrants on the roads between the hours of 7 a.m. and 7 p.m. on the 17th March, 1905. From the particulars thus obtained the chief constable puts the number of vagrants in the county, exclusive of Newcastle and Tynemouth, at 300. As the population of this area is 300,000, this would be 1 vagrant per 1,000 of the population. James, 7519-40. 7548.

Census for the County of London.

62. On two occasions recently the London County Council have caused a census to be taken in their district of the persons who were homeless. Particulars

Appendix IX. of the census will be found in the statement handed in by Sir Shirley Murphy, the medical officer of health of the county of London. On the night of 29th January, 1904, the number of such persons was ascertained to be 1,797; of these 168 were sleeping on staircases, in doorways, or under arches, and the rest were walking the streets.

5726. 63. On the 17th February, 1905, another census of the same kind was taken which gave a total of 2,481. On that night the inmates of casual wards in London numbered 1,139. In addition, there were the vagrants in common lodging-houses, including shelters; on the night in question there were 23,381 inmates of these houses, but only a small proportion of these belong to the vagrant class. Sir Shirley Murphy is of opinion that something approaching 10 per cent. of the lodgers might be assumed to be persons of the vagrant class, using this term to include persons who wander from one house to another, sleeping indoors or out of doors according to their means. This agrees with the proportion stated by the police superintendent of the Whitechapel division.

64. It would appear, therefore, that on the 17th February, 1905, there were about 6,000 persons of the vagrant class in London :—

Homeless -	-	-	-	-	-	-	2,481
In casual wards	-	-	-	-	-	-	1,139
In common lodging-houses, including shelters	-	-	-	-	-	-	2,338
							5,958

Murphy, 5818. It is worthy of note that on the night of each census there was more than sufficient vacant accommodation in the casual wards and common lodging-houses for these "homeless" persons.

Census for Scotland.

65. In Scotland a very full census is taken of vagrants, beggars, migratory poor, etc., on two nights in each year, namely, in June and December. The count is made by the police for each county, city, or burgh, and shows the number of these persons in :—

- (a) prisons or prison cells;
- (b) houses of refuge, hospitals, or poor houses;
- (c) common lodging and other houses;
- (d) public parks or streets, out-houses, or barns, or about pits, brickworks, etc.

McHardy, 6779-80. The nationality of each person counted is given, i.e., Scotch, Irish, English, or foreign, and the number of men, women, and children under fourteen years is given separately. To obtain the particulars the police are required to "challenge" all vagrants. The two counts of 1904 gave the following figures :—

	Men.	Women.	Children.	Total.
26th June	6,286	1,834	1,664	9,784
25th December	5,477	1,414	1,057	7,948

It should be borne in mind that in Scotland there are no casual wards and the vagrant comes more in contact with the police than in this country. It will be seen that the proportion of children is far greater than in the English census of vagrants.

Police Census for England and Wales.

66. Returns were formerly collected by the Home Office from the different police forces showing the number of vagrants known to them. Thus the number was on

1st April, 1867	-	-	-	-	32,528
1st April, 1868	-	-	-	-	36,179

After 1868 this census was discontinued, and until the present year no further census of vagrants has been taken for the whole country. In the introduction to the Judicial Statistics of 1869 some explanation is given of the discontinuance of the census. It is pointed out that the terms "vagrants" and "tramps" are vague and liable to be differently understood, and that the police returns conflict with the returns made by the poor law unions. In the latter returns "only those who receive relief in the workhouse are included, while all vagrants known to the police as professional tramps, or as being without visible means of subsistence or any fixed place of residence, who slept on the night named in the different police districts, whether in the union workhouses, in tramps' lodging-houses or elsewhere, were included in the police returns."

67. In the two years above referred to, the number of persons relieved in the casual wards was on

1st January, 1867	-	-	-	-	-	-	-	5,027
1st January, 1868	-	-	-	-	-	-	-	6,129

According to these figures casual paupers represented about one-sixth of the total vagrancy of the country.

68. On the night of 7th July, 1905, a census was taken at our request by the different police forces in England and Wales of persons without a settled home or visible means of subsistence (a) in common lodging-houses and (b) elsewhere than in common lodging-houses or casual wards. The returns received when summarised give the following results :—

In common-lodging houses	-	-	-	-	-	-	47,588
Elsewhere than in common lodging-houses or casual wards	-	-	-	-	-	-	14,624
							<hr/> 62,212 <hr/>

These totals are made up as follows :—

Men	-	-	-	-	-	-	41,439	10,750
Women	-	-	-	-	-	-	4,869	2,436
Children	-	-	-	-	-	-	1,280	1,438
							<hr/> 47,588	<hr/> 14,624 <hr/>

69. The number of those returned as being elsewhere than in common lodging-houses and casual wards corresponds closely with the census of 1901, which gave 14,219 as the number of persons found in caravans, barns, &c., or sleeping in the open air, but, as Mr. Preston-Thomas points out, the latter number included a great number of persons who are in no sense tramps. It appears that in some districts large numbers of those who were sleeping out on the night of the July census were engaged in harvesting or other agricultural work. Preston-Thomas, 297.

70. It is the returns of vagrants in common lodging-houses that seem to us to be most open to doubt. It would appear from the returns that in some districts practically all the inmates of the common lodging-houses were included as being "without a settled home or visible means of subsistence." But it is clear that a large proportion of the inmates of common lodging-houses cannot properly be classed as vagrants. We realise that the police would experience great difficulty in discriminating between the different inmates of the lodging-houses, even where they had right of entry to such houses, and in many cases they would have to rely on the statements of the keepers of the lodging-houses. Moreover, it was found impossible to lay down any precise definition of a vagrant, and it would appear that in some districts all casual labourers were included, while one return includes 200 men in regular employment living in lodging-houses kept by the local

authority. In London only one-tenth of the inmates of common lodging-houses were considered as vagrants by Sir Shirley Murphy, and it seems to us probable that the police returns have placed the numbers for the country considerably in excess of the actual figure. On the other hand, it is stated in some of the returns that many vagrants who would otherwise be in tramp wards or common lodging-houses were at this particular time engaged in temporary work such as fruit picking or harvesting, and were not included in the count, and that the figures obtained do not therefore fairly represent the average number of vagrants in the country.

On these grounds and from a consideration of the individual returns, we have come to the conclusion that this census cannot be accepted as a trustworthy guide to the actual number of vagrants.

Estimated Number of Vagrants.

71. The estimates which have been made by witnesses and others of the total number of vagrants in England and Wales vary greatly, and in some cases a different basis is taken. Mr. Preston-Thomas says the estimates range from 20,000 to 150,000. Colonel Curtis-Hayward puts the number as 30,000, at which he arrives by taking the proportion of vagrants to population in Gloucestershire and applying it to the whole country. This calculation, however, only takes account of vagrants in casual wards and common lodging-houses, and is therefore incomplete. Captain Fullarton James, chief constable of Northumberland, suggests that the number might be 36,000, or 1 per 1,000 of the population. This was the ratio he established in Northumberland by means of the census taken by him of vagrants on the roads. Mr. Loch puts the figures for this country as between 60,000 and 70,000. He takes as his basis the police census of vagrants in Scotland, and assumes that vagrancy in the two countries would bear the same proportion to the population. His figure comes out to 2 per 1,000 of population. Mr. Lamb gives the number of habitual vagrants in this country as 30,000, while Mr. Willink puts the number at 25,000.

72. As we have previously stated, returns made by the police for the whole of England and Wales showed that on the 1st April in the years 1867 and 1868, the number of vagrants known to them were 32,528 and 36,179. These figures included vagrants in casual wards, and the number of these on the 1st January in the years in question were 5,027 and 6,129, or about one-sixth of the total. Applying this proportion to the casual ward figures, viz., on 1st January, 1904 and 1905 (viz., 8,519 and 9,768), the result would be a total of from 50,000 to 60,000. Admiral Christian considered that the casual ward figures were one-fourth of the total.

73. The census taken by the police on the 7th July, 1905, gave a total of 62,212 persons without a settled home or visible means of subsistence. To this should be added the number of persons of this description in prison, and the number of inmates of casual wards. On the night in question there were 7,478 inmates of casual wards, while the number of this class in prison on the 28th February, 1905, was 4,108. These figures would give a total of 73,798. We have shown, however, that we feel doubts as to the figures obtained by the census of 7th July, and we have alluded to the difficulties of obtaining any reliable statistics of total vagrancy.

74. The only conclusion from the figures at which we arrive is that the number of persons with no settled home and no visible means of subsistence probably reaches, at times of trade depression, as high a total as 70,000 or 80,000, while in times of industrial activity (as in 1900) it might not exceed 30,000 or 40,000. Between these limits the number varies, affected by the conditions of trade, weather, and economic causes. In our Inquiry we are more concerned with the habitual vagrant, that is the class whom trade conditions do not affect. Of this class there is always an irreducible minimum though successive depressions of trade may increasingly swell the numbers. No definite figures as to this permanent class can be obtained, but we are inclined to think that the total number would not exceed 20,000 to 30,000.

Preston-Thomas,
297.
Curtis-Hayward,
1776.
Fleming, 4880.

James, 7546.

Loch, 8551.

Lamb, 6263.
Willink, 9033.

Christian, 1722.

Appendix VII.

Increase in Vagrancy.

75. Abundant proof has come before us of the recent increase in vagrancy. As regards inmates of casual wards the statistics of the Local Government Board show a continuous rise from 1900 to 1905, while the returns we have received from the chief constables of counties show that a similar increase has taken place among vagrants generally. see para. 50. Appendix X.

76. The movements in casual ward figures for the 1st January in each year can be seen most clearly from the chart printed in the Appendix. It will be observed that although the recent rise has lasted five years and has ended in higher figures than ever before recorded, there have been previous rises almost as remarkable. Thus in the four years, 1891 to 1895, the figures rose from 4,960 to 8,810, an increase of 3,850; while the recent rise spread over five years, (1900 to 1905), was from 5,579 to 9,768, an increase of 4,189. The figure reached in 1905 was 958 higher than that of 1895, which was the previous highest for the 1st January, but taking into account the increase of population during the ten years the proportion of vagrancy was about the same in 1905 as in 1895. The war in South Africa and a period of good trade are no doubt largely responsible for the low vagrancy figures reached in 1900; while the rise from that date may perhaps be ascribed to the end of the war and the consequent return to this country of large numbers of reservists and militiamen who resumed their former employments, and to the depression in trade which has been experienced since 1900. We have received evidence that the effect of the Workmen's Compensation Act and the growth of unskilled employment is to increase vagrancy. Appendix VI.
Fleming, 4918.
Paton, 5312.
Vallance, 9876.
Torr, 10165.

77. The weekly census of inmates of casual wards which, as we have said, was instituted for the first time in 1904, shows that in that year and in 1905 the 1st January totals were greatly exceeded at certain other times during those years, but for purposes of comparison with earlier years we must rely on the 1st January census. It will be seen from the chart giving the fluctuations in 1904 and 1905 that towards the end of 1905 vagrancy showed a tendency to fall. Appendix V.

CHAPTER III.

DESCRIPTION OF VAGRANTS.

78. The term "vagrant" is a very elastic one, and as ordinarily used no precise meaning can be attached to it. Gipsies, hawkers, and pedlars are often included in the term. We do not think, however, that they can properly be considered as vagrants for the purpose of our Inquiry, and a similar observation would apply to those engaged at certain times of the year in hop-picking or fruit-picking. We have received some evidence on the subject and we refer briefly to these classes in Chapter XVI. Among vagrants, who at one time or another are likely to resort to the casual ward, four types may be distinguished.

79. There is, first, the *bona fide* working man travelling in search of employment. Different estimates have been suggested to us by witnesses of the actual number of this class, varying from 1 to as much as 20 per cent. of the total number of vagrants in casual wards. In the opinion of the workhouse masters' association the proportion is less than 3 per cent. The president of the Poor Law Union's Association puts it at 2 or 3 per cent. Mr. W. Crooks, M.P., did not think it would be more than 1 per cent. in London. He said, "I sometimes go into the ward and talk to the men, and I am bound to say that what you would call men in search of work are rather rare, except that they all declare that they are in search of work; the man whom you really could believe was trying to find work is very rare." In times of trade depression, such as in the last few years, there is no doubt a larger number of genuine working men on tramp, but it seems clear to us that, as a rule, the vagrant who is *bona fide* in search of work is extremely rare. This view is confirmed by the reluctance of the vagrant to accept work when offered to him, of which we have had ample proof. At times a considerable number of navvies on their way to railway and other works, and of sailors making a journey from one port to another, make use of the vagrant wards. The evidence shows that these men spend their money before looking for other work.

80. We realise that whatever view may be taken of the number of vagrants who are really in search of work it is of the highest importance that every effort should be made to discriminate between them and the ordinary tramps, and the proposal we make in a later part of our report on the subject of way-tickets is directed to this end.

81. Secondly, there are the men who are willing to undertake casual labour for a short time but object to, or are unfit for, any continued work. They are among the first to lose employment on any falling off in trade and the last to be employed when conditions improve. As a rule, they will never work more than two or three days a week, living the other days by begging or cadging. The vagrant of this class is usually a man who has been unable to keep his employment from idleness, want of skill, drinking habits, or general incapacity, or perhaps from some physical disability. As time goes on, he succumbs to the influence of his demoralising mode of life and falls into the ranks of the habitual vagrant. We believe there is much truth in the saying "Once on the road, always on the road," and under present conditions the casual workman who takes to the road is almost certain sooner or later to join the ranks of habitual vagrancy, and it is most important that every effort should be made by a uniform enforcement of the regulations to deter him from continuing on the road.

82. A third class is the habitual vagrant, the man who may be professedly in search of work, but who certainly has no desire to find it. In a sense he belongs to the criminal class, for in so far as he depends on casual wards for his lodging, and there can be no doubt that the less successful of the fraternity are largely dependent on them, he commits a criminal offence under section 3 of the Vagrancy Act, 1824, as having refused or neglected to maintain himself, and becoming in consequence chargeable to Poor Law funds. Moreover, professional begging

Howe, 2133-4,
2234.

Brown, 877.

Crooks, 5344-5.

Lamb, 6249.

Loch, 8670.

Preston-Thomas,
506.

Howe, 2131.

Simmons, 3282.

Barneby, 4228.

Christian, 1572.

Curtis, 2683.

Dorington, 4365.

Loch, 8820.

Vallance, 9766.

must inevitably become a form of obtaining money, clothes, or victuals by false pretences ; the money may be obtained in very small sums, but great ingenuity is sometimes shown in the mode by which it is obtained. We have heard of one beggar who obtained 12s. 6d. in a day by carrying about a letter which he represented as being addressed to a dying brother and asking for a penny for a stamp to put on it. We have been told that the successful London street beggar makes as much as 5s. a day, and it appears to us that tramps of this type are not to be distinguished in principle from the swindlers who achieve a wider notoriety by the audacity or the extent of their fraudulent operations.

Preston-Thomas.
702.

Buchanan, 11089.

83. Great numbers of this "work-shy" class follow in the track of the navy when new works of any magnitude are in progress, not to seek employment, but to prey upon the navy, who is generally very liberal when he has money. The statement that they are on their way to obtain employment affords a plausible excuse for begging. This is the class, too, who swarm to any place where new public charity is started ; they are the first to avail themselves of free shelters or free meals, and to a large extent oust the genuine unemployed from the benefits intended for them. As witnesses say, the existence of this class gives rise to the greatest difficulty when any attempt is made to deal with the question of the unemployed. They include in their number many loafers who do not wander much, but stay in one town and are a constant trouble to the police, the Poor Law, and the prison authorities. In the Appendix will be found lists of such men. One man has been convicted no less than nineteen times in eleven years, and eight times has received a sentence of one year as an incorrigible rogue. In addition to being a constant source of trouble to the police, these loafers may constitute a serious public danger.

Crooks, 5428.

Barnett, 5936.

Lamb, 7502-4.

Buchanan, 11094.

Appendix XI.

Peacock, 7827.

84. The fourth class of vagrants consists of old and infirm persons who wander about to their own hurt ; they are "unemployable," and crawl from vagrant ward to vagrant ward, only entering the workhouse infirmaries when they are compelled to do so ; many of them are crazy, all of them live by begging, and they give much trouble to police and magistrates. We refer to this class in Chapter XIV.

Crooks, 5474.

Fenwick, 10730-6.

Lockwood, 10503.

Fleming, 4967.

85. The witnesses who have given evidence before us agree that the vagrant class as a whole is not much addicted to the worst forms of crime, but minor offences are very common. Petty larcenies and robberies from the back doors of houses are frequently committed by vagrants. What is known in Scotland as the "masterful beggar," who extorts alms by threats, chiefly by intimidating the woman in the cottage in the absence of her husband, is always a vagrant, and there is evidence that in parts of England this offence is rife. Cases of assaults by tramps on the highways frequently occur, and there is no doubt that in certain districts the tramp is a source of terror to women and children. More serious offences, such as rick-firing and robbery by violence, are often attributed to vagrants, while as inmates of the casual wards their offences against the law are continual. These generally take the form of refusing to work, destroying clothes, or window breaking. The proportion of vagrants who are repeatedly convicted of offences of a minor kind is very large indeed. The chief constable of Northumberland states that there is an enormous proportion of convictions among the vagrant classes of that county, looking to their probable numbers ; in fact, on an average every vagrant in Northumberland is committed to prison once a year, whereas convictions among the ordinary population only average about 25 per 1,000. The statement furnished to us by the chief constable of Berkshire shows that in that county in 1904 over 44 per cent. of the persons apprehended without warrant were vagrants. The number of prisoners of the vagrant class, according to the estimate we obtained from the Prison Commissioners, is about one-fourth of the whole prison population. It is clear, therefore, that as a criminal the vagrant is a source of considerable trouble.

Hutton, 4036,
4091.

Appendix XII.

James, 7664.

Appendix XII.

see para. 59.

86. The majority of vagrants are in the able-bodied period of life, and the number below the age of sixteen or above the age of sixty-five is very small. Out of 2,696 vagrants who came to Exeter workhouse in the year ended March, 1904, 1,562 were men under forty-five years old ; while only 130 were over sixty-five and only 45 were children under sixteen. We have received evidence to the

Preston-Thomas,
272-87.

Lockwood, 10464.

Simmons, 3289.

Appendix V.

effect that the average London vagrant is older than the country man. A return made to the Local Government Board for the whole country shows that 70 per cent. of the vagrants were between thirty-five and sixty-five years old. As the ages were given by the vagrants themselves these figures are only approximately accurate, but there is no doubt as to the general result. There are very few children or youths among them, and we have no information to show that the often repeated statement that tramps breed tramps has much foundation in fact. On the contrary, it is probable that few tramp women become parents after they have once taken to the road.

Preston-Thomas, 377.
Howe, 2222.
Curtis, 2757.
Simmons, 3309.

87. If we next consider the conditions of life for the vagrant class we find abundant evidence that vagrants are not an ill-fed class; they can always obtain food by begging, and they frequently bring broken victuals into the casual wards, which they prefer to the diet given there. The opinion of those who see the vagrants in their bath is that their bodies are, as a rule, well nourished. It also appears that vagrants of all descriptions are much better clad than they used to be, and as a rule their boots are sound. Formerly the vagrant wards were infested with vermin, and a large proportion of the vagrants suffered from itch and other skin diseases. Now the vagrant who frequents casual wards is regularly bathed and has a much higher standard of cleanliness. But in other respects the characteristics of the class have not changed for the better. The modern tramp, as a rule, lives an unsocial and wretched sort of existence. He has no object in life, and his very contentment with his miserable surroundings renders any improvement in his condition practically hopeless. It may be truly said that he exists "poor, nasty, mean, solitary, brutish," or, as another authority has described him, "*sine re, sine spe, sine fide, sine sede.*" The man of the type of the poet's "jolly beggar" appears to be nearly extinct.

Low as is the standard of comfort of the ordinary vagrant, that of the class of people who frequent the charitable shelters or habitually "sleep out" in London and other large towns is still lower. The casual pauper is at least clean, while the man who sleeps in his clothes at a shelter, or passes the night on a staircase, is often verminous and always filthy. These people seldom or never go to casual wards, and they can only find a living in very large towns.

CHAPTER IV.

CASUAL WARDS.

Existing System.

88. Diversity of practice in the different unions is the most striking characteristic of the present system. We have obtained returns from the several boards of guardians which illustrate this very clearly, and it has to be remembered that the diversity is no doubt in fact greater than is shewn by Appendix XIII. these returns. Summaries of them are printed in the Appendix.

89. Before a vagrant enters a casual ward he has to obtain an order for admission either from a relieving officer or from the assistant relieving officer for vagrants, who is either a policeman or, in the case of small unions, an officer of the workhouse. In a case of sudden or urgent necessity the master admits a vagrant without an order. The hours of admission vary to some extent. Generally speaking, a vagrant is not admitted before 4 p.m. in the winter or 6 p.m. in the summer, nor after 9 p.m., but vagrants who go to the workhouse after that time are generally admitted, as, if illness occurred, the master might be held responsible for his refusal to admit. The regulations contained in the Order of the Local Government Board dated the 18th December, 1882, require that on admission the vagrant shall be searched, and in almost every case this is done, though not always very carefully. If any money is found, it should in strictness be paid to the treasurer of the union, but as a rule a vagrant is allowed to keep any small sum he may have on him. Very frequently the tramp brings in broken food; in some cases this is returned to him on his discharge, and in others he is allowed to eat it in the ward. Pipes, tobacco, and other small articles are returned to the vagrant on his discharge. Appendix II.

90. As soon as practicable after admission the vagrant is required to "be cleansed in a bath with water of suitable temperature." In large workhouses where there is an abundant supply of water, fresh water of a high temperature would probably be given to each man, but in many country workhouses the bathing arrangements are somewhat primitive, and the water is not changed for each person, nor is it more than tepid. A hot bath is deemed a luxury by many casuals, whereas a tepid one is disliked. When bathing was first introduced, it was found very effective in diminishing the number of vagrants, but at the present time this deterrent effect has passed off, and there is evidence that many tramps resort to wards where the bathing arrangements are good, in order to get the bath. An incidental advantage of the bathing is that it gives an opportunity for the detection of smallpox or any other infectious disease, from which the vagrant may be suffering. The regulations require that after the bath the vagrant's clothes shall be taken away from him and, if requisite, dried and disinfected, and a nightshirt provided. This is done in most cases.

91. Ever since the year 1871 the Local Government Board have put steady pressure upon boards of guardians to provide wards on the cellular system, on the ground that cells, while being deterrent to the habitual vagrant, relieve the *bona fide* wayfarer of the necessity of associating with him. In 434 unions wards under this system have been built, while in 204 unions there are no separate cells. The minimum dimensions of the cells, according to the requirements of the Local Government Board, are as follows:—height, 10 feet; length, 9 feet; and width, 4 feet.* It is usual to have a working cell opening out of the ordinary cell, with a grid through which the stone broken by the vagrant can be passed. Even where separate cells are provided it is generally found expedient to have an associated ward for emergencies to meet any sudden increase in the numbers. The habitual vagrant much prefers bad accommodation with laxity of control to a well-appointed cell and strict discipline. Preston-Thomas, 104, 494. Appendix XIII. Kitchin, 10087-8. Mitchell, 1865. Lockwood, 10487.

92. In most of the more recent wards the sleeping accommodation consists of a hammock or a wire bed with a mattress, together with a sufficient amount of

* It may be mentioned that prison cells, which are, of course, intended for continuous occupation, are required to be 9 feet high, 13 feet long, and 7 feet wide.

rugs ; the cells are, as a rule, warmed with hot water pipes. The regulations provide that there shall be a bell in each cell. In the poorer unions, where the separate cell system has not been adopted, vagrants sleep in associated wards, either in hammocks, on straw mattresses or, in some cases, plank beds. The Local Government Board discourage plank beds, and they are now somewhat rare. Whether they are a hardship or not depends upon the sufficiency of the rugs provided, a matter which is very much in the hands of the superintendent.

93. Where the regulations are carried out the casual pauper is, as a general rule, detained two nights. On the day after his admission he has to do a task of work which has been sanctioned by the Local Government Board. The tasks are extremely diverse, the most usual being stone breaking, wood sawing, wood chopping, flint pounding, corn grinding, pumping and digging, and oakum picking. The task is supposed to represent nine hours' work. The Local Government Board have made considerable efforts to ensure that the task is fair to the vagrant and sufficiently hard to be a deterrent, but the evidence seems to show that they have not been successful in attaining this object. The object of the task was in the first instance not only to deter the vagrant, but to obtain some return from him for the cost of his food and lodging. The cost of the vagrant's food is so small, probably not exceeding 4d. for each person detained two nights, that in many cases where the tramp is put to a useful task he more than repays the cost. The inherent difficulty of arranging tasks fairly is that most of the work is necessarily to some extent skilled labour. For instance, a task of stone breaking or oakum picking which would be impossible for the beginner is mere child's play to the sturdy vagrant who has served a long apprenticeship in gaols and work-houses. Moreover, the quality of the oakum varies, and so does the hardness of the stones; and it is more difficult to break a hundredweight of hard granite than a ton of sandstone. Flints and boulders present very varying degrees of hardness, and it is thus quite impossible to prescribe tasks of work for all the unions in the country which shall be in any degree uniform. At present the regulations prescribe several alternative tasks, and any departure from these requires the sanction of the Local Government Board ; but we cannot find that there is any real uniformity in the tasks, while in many wards the task is not enforced. Refusal to perform task is a frequent offence among casual paupers ; in many cases the man pleads that he is unfit to do the work, and in that case a medical certificate as to his fitness is obtained by the guardians before taking proceedings against him. As regards stone breaking, it may be mentioned that in many wards eye-guards are supplied to the vagrants while engaged in this work. We think that this is a proper precaution.

94. The regulations provide that the vagrant shall be discharged at 9 a.m. on the second day after admission, but usually he can go, if he wishes, at any time after 6 a.m. Where a vagrant is detained for one night only, he is required to do a task representing only three hours' work, and is generally allowed to leave at 11 a.m. Where he is admitted to a casual ward for the second time in a month he is liable to be detained four nights. The power of detention which the guardians possess in such cases is but rarely used, and we find that out of a total number of admissions during the year ended September, 1904, of 2,156,975 there were only 19,824 detentions for four nights, and of these 16,060 were in London. Further, the general rule to detain all vagrants two nights is little observed. The Order itself empowers the guardians to give the master or superintendent of the wards directions to discharge at an earlier time any particular class of casual paupers, and the master or superintendent has also power to allow any casual pauper to leave if he thinks fit. It is much easier to discharge a vagrant than to detain him and make him work ; and consequently in many unions the tendency is to discharge as soon as possible. Where a union carries out the regulations as to detention and task of work, there is always a reduction in the number of admissions to their casual wards, but the evidence before us shows that severity of discipline in one union may merely cause the vagrants to frequent other unions.

95. On the evening of admission the vagrant receives his supper, which under the Order is to consist of 8 ounces of bread, or 6 ounces of bread and 1 pint of gruel or broth; the same ration is provided for breakfast and supper on the next day and for breakfast on the morning of his leaving the wards. His mid-day

meal on the day after admission consists of 8 ounces of bread and $1\frac{1}{2}$ ounces of cheese, or 6 ounces of bread and 1 pint of soup. The Order provides that these dietaries may be revised by the guardians with the sanction of the Local Government Board, but we understand that it is now the practice of the Board to refuse any variation from this scale. It is evident that to a vagrant accustomed to a hard life and scanty fare there is a great difference between getting hot gruel in the evening and soup in the middle of the day, or having dry bread only or bread and cheese. In 374 unions he gets nothing but bread for breakfast and supper, and in 240 gruel or broth is given with bread. For the mid-day meal 474 unions give only bread and cheese, while 115 give soup or broth. The regulations therefore do not secure uniformity in so simple a matter as feeding the vagrant, and in many cases it appears that guardians give a dietary not authorised by the regulations. Any improvement in the diet of a particular ward invariably attracts tramps at once, and the habituels well know where to go for the best meals. On the other hand, some witnesses contend that the dietary of the casual wards is insufficient. We consider this question in Chapter VIII.

Burgess, 2523.
Poulton, 4683.
Fleming, 4934.

96. If a casual pauper is ill he is entitled to the attendance of the medical officer of the workhouse, and in case of severe illness he would be taken into the workhouse for treatment as an ordinary pauper. An inmate of the casual wards who is sick or infirm may receive a special diet and be exempted from the task of work.

97. Women and children are received into the casual wards, there being female attendants—frequently inmates—to look after them. Infants go into the same cell as their mother. The women's wards are separated from those appropriated to the men. The dietary for women is similar to that for men, but there is a special dietary for children and infants which includes an allowance of milk. Generally the treatment of women casuals does not differ materially from that of the men, except that the task enforced consists chiefly of washing and cleaning. Oakum picking is now discouraged by the Local Government Board as a task for women.

98. There is no complete information as to the cost of casual wards outside London. The actual cost of the food, as we state above, is but small; the buildings, however, are expensive in many cases. In London, the total cost comes out to 1s. 8½d. per day for each casual pauper. A statement prepared by the Local Government Board shows that during the half year ended Lady-Day, 1905, £24,226 was expended on "in-maintenance" in casual wards in England and Wales. This probably does not include much besides food.

Appendix V.

99. It may be added that the condition of the casual wards has immensely improved of late years. In some cases there are new wards, which are almost luxurious in their style and equipment. Between them and the older specimens of the associated ward there is a great difference, but all are now clean and habitable. The treatment the vagrant receives in the casual wards is largely dependent upon the particular board of guardians and the superintendent of the wards, and the consequence is that there is variation between different wards in every possible detail.

London Casual Wards.

100. Under the provisions of the Metropolitan Houseless Poor Act, 1864 (27 & 28 Vict., ch. 116, sec. 5) it is the duty of boards of guardians in the Metropolis, where no adequate accommodation exists, to "provide within their respective unions or parishes, such wards or other places of reception for destitute wayfarers and foundlings as the [Local Government] Board, having regard to the number of persons likely to require relief therein respectively, shall direct." In default of making such provision, the guardians are not entitled to charge the cost of vagrants to the common poor fund of the Metropolis. Under the provisions of this statute twenty-eight of the thirty-one boards of guardians in London have provided casual wards, and the total accommodation amounts to 1,248 beds for males, 449 single beds for females, and 119 double beds for mothers and children. The vagrant

Simmons, 3268.

wards are in most cases detached from the workhouses and under the charge of a superintendent. In nearly every case they are provided with separate cells.

Lockwood, 10442. 101. The whole of the Metropolis is, under the Order of 1882, considered as one union so far as the relief of casual paupers is concerned, so that any vagrant resorting more than once a month to casual wards in the Metropolis is liable to be detained for four nights. To enable the guardians to carry out this provision there has been since 1871 a staff of visiting officers, appointed by the Local Government Board. These officers regularly inspect the wards and identify the vagrants who are liable to detention. There were 17,801 identifications in 1904, and 16,060 cases were detained for four nights. Some vagrants are detained many times in the same year. Not all the vagrants who are identified are detained, for the superintendent acting under the direction or influence of the guardians, or on his own discretion, exercises a power of discharge.

102. The London casual pauper involves a heavy charge. We discuss in Chapter IX. the excessive cost of the casual ward buildings. During the year ended Lady Day, 1905, the total expenditure charged on the Metropolitan Common Poor Fund in respect of casual wards, which included repayment of loans, maintenance of wards, officers' salaries, etc., amounted to over £35,000. Taking the average number of inmates as 1,134 this represents a daily cost of 1s. 8½d. per head. In one ward the average cost was 4s. 9d. a day.

Crooks, 5403. 103. The administration of the London casual wards, so far as bathing and search are concerned, is generally uniform. The dietary differs in one respect from that for the rest of the country, as the regulations require that in all cases a pint of hot gruel or hot broth shall be given to males over fifteen for breakfast and supper. With one or two exceptions there is the same dietary throughout London. But with regard to detention and task, there is no uniformity whatever. The Inspector for the Metropolis said "there is no real uniformity even in London; some guardians do not detain, some give one task, some another, and some practically none at all." He Lockwood, 10445, 10451. added that the guardians are guided by what they conceive to be their own interests, and in many instances by sentiment. Mr. Simmons, the superintendent visiting officer of the London wards, says—

Simmons, 3257. "There are twenty-eight casual wards and there are twenty-eight authorities for working them. Each board of guardians has a different opinion upon some point or another. Some boards of guardians say the casu-als are working-men honestly looking for work, and there is no doubt they are, but they know where they are going to get it. When they leave they know to what casual ward they are going, and whether they are going to break stones or pick oakum."

3265-73. The consequence is that the London vagrant flocks to Poplar, Thavies Inn, and the other wards where detention and work are not enforced, or where only a light task is given.

3400-10. 104. The Local Government Board publish annually a table in which is set out the number of refusals to admit on account of want of room at the various casual wards in London. In 1904 there were 21,367 refusals altogether, and two-thirds of these were in five wards. These wards were Thavies Inn (City of London union), which is an association ward; Marylebone, which Mr. Simmons describes as "a nice easy place, only a little oakum to pick; you pick as much as you like"; Poplar, where there is "no work at all"; Whitechapel, where there is an association ward, and the work is only oakum picking; and Hackney, where at that time the accommodation was obviously insufficient. On the other hand, at Chelsea and St. Pancras, where the detention and task are rigidly enforced, there have been no refusals from want of accommodation for the last seven years. No stronger illustration could be provided of the encouragement to tramps which lax administration affords.

Lockwood, 10488. 105. At the popular London wards the vagrants begin to assemble quite early in the day and hang about until the wards are open. They are then selected by the superintendent in various ways; sometimes he takes the first comer,

sometimes he takes, say, every third man. Owing to complaints by the neighbours, in some cases the guardians have had to establish a waiting shed outside the wards. At some wards again the superintendent finds it convenient, when the wards are full, to put up a notice stating the fact, but this practice has been prohibited by the Local Government Board, partly because it interfered with their return of the number of refusals from want of room, and partly because it was thought to favour the habitual at the expense of the genuine wayfarer who arrived late. Lockwood, 10489-91.

106. The provision of the Houseless Poor Act, which makes it necessary for the guardians of each union to provide casual wards within the union, has precluded any general arrangement of wards in the most convenient situations throughout London. Mr. Simmons considers the present casual ward accommodation to be more than sufficient, and he points out that when there were only twenty-four wards the refusals were less than they are now. He says that he has never known a case where a vagrant who has been refused admission to the casual wards has been obliged to sleep out. They either make their way to another ward or pay for a lodging. Many of them apparently have money left at what they call "leaving places" in case of an emergency. Simmons, 3456. 3417. 3415.

107. A large and apparently increasing proportion of vagrants commit offences in the London casual wards, and are brought before the magistrates for refusing to work or for tearing up their clothes. A careful record of the number of convictions in these cases has been kept by Mr. Simmons. During the last five years the number has been :—

1900	-	-	-	504 convictions.
1901	-	-	-	692 „
1902	-	-	-	857 „
1903	-	-	-	991 „
1904	-	-	-	1,167 „

During the same period the number of casual paupers has only increased slightly, and no change has taken place in the administration of the casual wards. In the Appendix is given a list of the convictions of some London vagrants for offences in casual wards. The summary of the eight cases given shows that within the last few years the men were convicted from nineteen to thirty-three times, in many instances the sentence being twelve months. Mr. Simmons informed us that there were many similar cases. It is clear from these figures that certain men deliberately commit offences in order to be sent to prison. To many of these men prison seems to afford a desirable change to the casual ward. It does not appear that in other respects the *habitué* of the London casual wards is a criminal, and in Mr. Simmons's opinion he is not a professional beggar. A curious fact is that a vagrant of this type appears to dislike going to the workhouse much more than he dislikes going to prison. Mr. Simmons explains this by saying that in prison the man is "better treated and "has less work to do. If he went to a workhouse he would be classed as an "able-bodied man; he would have his work to do, and that would not suit him." Appendix XI. Simmons, 3322-42. 3298. 3437.

108. This class of vagrant prefers the casual ward to the workhouse, and many of them would rather remain in the streets than enter a workhouse. The casual wards in London have greatly improved of late years, and are now clean and comfortable places, and, in fact, seem to be much appreciated by the habitual tramp who looks upon them as his home. This sort of man would greatly object to the loss of liberty involved by going into the workhouse; even if he uses the casual wards every night, and is detained the full period on each admission, he can get one or two days liberty each week in which to loaf and receive charity. Mr. Simmons says, "I do not think there are many old tramps who do not sleep in a tramp ward every night." He quotes one vagrant—a man who carried boards—as saying that he could not get a lodging elsewhere so good as in the casual wards :— 3392-3.

"I have got a nice hot supper, a nice hot bath, a nice clean bunk to sleep in, and a clean shirt to put on, and when I come in here I know what I bring in, and I know what I am going to take out."

Mr. Simmons thinks that if casual wards were abolished, many of those who frequent them would get work rather than go into the workhouse. 3459.

Simmons, 3465.

109. The same witness gives a quaint illustration of the London tramps' view of the ordinary workhouse pauper :—

“ They do not mind being in the casual ward, but they do object to the ordinary pauper. Here is an instance : I went into a casual ward one morning ; one of the ordinary inmates of the workhouse whose duty it was to see that the hammers and things used for breaking stones were all right, happened to say something to one of the casuals who was breaking stones. The casual laid his hammer down, and looked the inmate up and down two or three times, and then said, ‘ Are you speaking to me, pauper ? ’ ‘ Yes,’ he said, ‘ I am speaking to you.’ ‘ Well,’ said the casual, ‘ all I have got to say is, you ought to be ashamed of yourself. I am here generally three months in the year ; the other nine months I work, but no matter when I come you are always here. You are always living on the ratepayers ; I am content to live on them for three months in the year. I am not a pauper ; I am a casual.’ ”

Barnett, 6086
Carlile, 8150.

110. The frequenter of the London casual wards seems to be a class by himself. He has a higher standard of comfort than the country vagrant, and looks down on the man who frequents shelters. Attracted perhaps by the comparative comfort and cleanliness of the wards, he apparently seldom or never sleeps out or goes to a shelter. Once in London he finds it so comfortable that he remains there, except perhaps for an occasional expedition into the country for hop-picking. If he is not in a casual ward he is in prison, and detention which acts as a strong deterrent in the country appears to be ineffective in London, even where the detention is extended to four nights. The reason for this may be that the wards are better in London than in the country, and that the vagrant in the country generally has some objective, but in London he simply goes round and round from ward to ward. A list was given to us of 950 habitual tramps who practically live in the London casual wards. Their ages are considerably higher than those of country casual paupers, more than half both of the men and women being over sixty years. These persons remain casual paupers until they die or until their infirmities compel them to go into the workhouse.

Lockwood, 10469-73.

10558.

Vallance, 9831.

Simmons, 3287.

3490.

Lockwood, 10464.

Simmons, 3347.

111. In material well-being, however, the London casual pauper has apparently much improved of recent years. The standard of comfort set by the casual wards has put him out of reach of the degradation of the free shelters, and he generally appears to be well fed. He finds no difficulty in getting good food when outside the casual wards, and so much is given to him in the streets by the poorer classes, particularly in the East End, that the bread served out in the casual wards in the East of London is rarely eaten by him. Mr. Simmons says—“ You would be astonished if you went into the bath room to-night to see the habitual tramps with their well-nourished bodies.”

3303-9.

3285.

112. Mr. Lockwood and Mr. Simmons think that a uniform enforcement of the regulations would greatly reduce the number of casual paupers, but that uniformity in London could not be secured by any means short of transferring the management of the wards to one authority.

Lockwood, 10457.

Failure of the Present System.

Mitchell, 1944.

Curtis, 2640-7

Barneby, 4171,

4244-50.

Dorington, 4339.

Poulton, 4859.

Fleming, 4903.

Roberts, 5520.

James, 7569.

Lockwood, 10447,

10562.

113. In the two preceding parts of this chapter we have described the existing system of casual wards in the country generally and in London in particular. It is clear to us that the present system neither repels nor reforms the vagrant. It is agreed that the essential condition of success is uniformity of administration, but the evidence is overwhelming to the effect that this object is not attained. In most cases the Orders of the Local Government Board are evaded and in many absolutely disregarded. Mr. Curtis, clerk to the King's Norton guardians says :—“ In my judgment the present measures have totally failed to achieve their object . . . my experience leads me to the conclusion “ that in a number of unions the administration of the Casual Poor Acts and “ regulations is practically a dead letter.”

114. There are 638 casual wards in England and Wales ; in many of them tramps are not regularly bathed or searched ; in many more the two nights' detention is not enforced, while in some no task of work is required at all. It is of course much easier, as we have already said, for a workhouse master or the superintendent of a casual ward to allow vagrants to discharge themselves on the morning after admission without labour, than to detain them and insist upon

their doing the regulation task of work ; and the discretion which is left to the officers with respect to the discharge of certain classes of vagrants results in a complete variety of practice. The wards also vary in diet and every other respect. In these circumstances, it is not surprising to find that the present methods of treating vagrants have not succeeded in checking vagrancy.

115. The evidence also shows the practical impossibility of obtaining uniformity under the present system. It is clear that this must be the result when the administration is in the hands of over 600 independent authorities who are actuated by no common principle except the desire to get rid of the vagrant as cheaply as possible.

Brown, 979.
Mitchell, 1863,
1884.
Barneby, 4173.
Fleming, 4917.
Crooks, 5409.
Roberts, 5572.
Lamb, 6218.
Loch, 8705.
Lockwood, 10565.
Preston-Thomas.
320-4.

116. It has been suggested that more uniformity might be secured if the regulations were amended in the direction of substituting time-work for piece-work ; of allowing only one dietary instead of permitting the guardians to choose between two, as at present ; and of taking away from the guardians and their officers all discretion as to discharges before the prescribed time. These changes would, no doubt, have the effect of obtaining considerable uniformity of administration, but there is no likelihood of their being generally carried out. There is no means of obtaining uniformity at present, and if stricter requirements were introduced the difficulty would be increased. To require absolute uniformity in a matter such as the administration of casual wards, from so large a number of poor law authorities varying from each other in almost every possible detail, would involve so much interference by the Central Authority as to render the scheme impracticable. It would in practice be found impossible to exercise the pressure which would be necessary to secure compliance with any particular requirements. After careful consideration of all the circumstances, we are convinced that the Local Government Board would have no means at its disposal of securing the desired result.

Poulton, 4840.
Fleming, 4947-52.
Lockwood, 10455.

117. There is another point. Witnesses are agreed as to the advantages of providing separate cells, but the additional buildings required for this purpose and to enable the guardians to carry out the provisions of the Orders as to detention, would be very costly, and some unions could not afford to provide them. In other Poor Law matters the expenditure, as a rule, bears some proportion to the rateable value of the union, but in the matter of the casual wards and vagrants this is not so, and there are many instances of very poor unions, the workhouses of which happen to be on main roads much infested by vagrants, where the applicants for casual relief are consequently very numerous. It can hardly be expected that there should be the same treatment of vagrants in a union like Rothbury, with 6,000 inhabitants and an area of 167,000 acres, as there is in Newcastle-upon-Tyne, with a population of 233,000 in an area of 7,000 acres ; and similar contrasts between adjacent unions occur in almost every county in England. In many small unions, too, there is only one male officer in the workhouse and this fact prevents any proper control of the vagrants in the casual wards. The retention of the union area for dealing with vagrancy is thus a formidable obstacle in the way of uniformity.

Barneby, 4176,
4243.
Dorington, 4348.
Lockwood, 10543.

James, 7633.

Curtis, 2648.
Fleming, 4899.
Roberts, 5574.

118. Neither can the present system be commended on the ground of economy. It is true that the actual cost of the casual pauper's food is trifling, but other expenses involved make his maintenance a heavy charge. We refer in Chapter IX. to the great expenditure incurred in providing casual wards, and in the present chapter we have shown that the total cost of the London casual pauper is extremely high.

119. For these and other reasons we are forced to the conclusion that an essential condition of any reform in the present system of the relief of vagrants is an extension of the area of chargeability and management, and the substitution for the guardians of some other authority who will administer the law on uniform lines and be subject to central control.

Loch, 8709.

Transfer to Police Authorities.

120. We are of opinion that the alteration we suggest in the preceding paragraph can best be effected by the substitution of the police authority for the Poor Law authority as the body responsible for the local relief of vagrants and the management of casual wards. We have considered in detail the difficulties in the way of this change, and on the whole we see no reason to doubt that, if the importance of effecting it is once realised, the necessary adjustments can be made without serious friction.

Dawson, 3518,
3762.
Brooks, 5248.
Carlile, 8251.
Brown, 880.

121. Some witnesses have urged that casual wards should be abolished, but we cannot agree to this proposal. Whatever results may ensue from changes made in consequence of our recommendations, we see no likelihood of its being possible to dispense altogether with casual wards for the reception of needy wayfarers, at all events for some years.

Preston-Thomas,
8470.
Lockwood, 10529.
Vallance, 9801.

122. Various other suggestions have been made to us, but they appear to be at least as much open to objection, and to be less likely to secure uniformity in administration. For instance, it has been suggested that the guardians in each county might combine for the administration of the casual wards, the cost of the latter being imposed on the county. This would mean the setting up of a new authority for the purpose. To this there are many objections; much additional cost would be involved, and difficulties in administration would inevitably occur between the individual boards of guardians and the joint body. Even if such combinations did attain the end of getting a uniform administration of the wards in a county, there would be no means of obtaining a uniform system as between different counties and the police part of the question would be left untouched. We feel, therefore, that we could give no support to a proposal of this character.

123. Again, it is suggested that uniformity could be secured and some sort of co-operation between the police and the Poor Law authorities could be established, if a sum of, say, 5d. a day for each vagrant were paid from the Exchequer to the guardians on the certificate of the standing joint committee, or the chief constable of the county, that the wards were sufficiently good and properly administered. We do not, however, consider that we could recommend such a system for adoption. It would involve various complications, and, apart from the fact that we are opposed to any grant in aid of local taxation for this purpose, we feel that in practice there would be great difficulties in arranging and carrying out such a scheme, and there would be undoubtedly a risk of considerable friction between the county and union authorities.

Howe, 2298.
Mitchell, 1867,
1877.
Hutton, 3955,
4045.
Barneby, 4222.
Crooks, 5411.
Lockwood, 10568
Preston-Thomas,
8468.
Parr, 11053.

124. It is important to note that the proposal to place vagrants under the care of the police is not a new one. The Inspectors of the Local Government Board and their predecessors have, as indicated in Chapter I., from time to time urged this transfer* and it has frequently been suggested at Poor Law conferences and meetings of guardians. Mr. Howe said that the opinion of workhouse masters was that vagrants should be transferred from the guardians to the police. And this view is held by many other witnesses. They agree that under police control uniformity of administration could be obtained. Mr. John Hutton, M.P., said "I would much rather trust to the discipline and management of the police, than of the present country workhouse master and his assistants."

* Mr. Boase, one of the Inspectors, in his Report of 1848 wrote as follows:—

"So bad and so badly founded is the present system, that I can see no remedy in anything short of its total abandonment. For scarcely can any doctrine be held out to the loose and indolent member of society more vicious as respects him and the community than that which teaches him to have any reliance for support other than on his own hands. The belief resulting from all my inquiries and experience on this subject is that at the least ninety out of every hundred occupants of the tramp wards have no claim on the honest poor man's fund. And dealing with these is assuredly the province of the police, whose power is still constantly required in their ultimate disposal, and by whom they are often referred back to the Poor Law officers. This bandying of tramps from one authority to another and shifting on the Poor Law officers the responsibility of dealing with characters for whom the law has always contemplated punishment rather than encouragement, is, in my opinion, the main cause of this great evil. And the returning again the control of vagrants to the lawful authority, is not only the most obvious, but the most proper course which I can suggest."

125. From the point of view of principle we think that the duty of providing food and lodging to needy wayfarers is one that might quite as properly devolve upon the police as on the guardians. Mr. Preston-Thomas says "If we were beginning again, I imagine that we should put the tramp under the police, because it is mainly *qua* vagrant and not *qua* pauper that he has to be treated." In Scotland the poor law authorities have no such duty to perform, and in some places, notably Glasgow, the police carry out work of this kind, though under no statutory authority.* In England the regulation of houseless persons has from early times been regarded as a police duty, and it appears to have been a mere accident that Poor Law authorities, whose main duties are in relation to the poor settled in their own neighbourhood, should have been burdened with responsibility for the care of persons travelling from other and often distant districts. As we have already pointed out, the care of the vagrant may be regarded rather as an excrescence on the Poor Law than an integral part of the system. We have received evidence to the effect that guardians generally would be glad to be relieved of this responsibility. The vagrant is frequently a source of considerable trouble in the administration of the workhouse, and his removal would leave the guardians and their officers a much freer hand in dealing with the ordinary poor. On these grounds, and having regard to the character of most of those who avail themselves of the casual wards, we have no hesitation in coming to the conclusion that vagrants are more suitable subjects for the care of the police authorities than of the Poor Law authorities.

Preston-Thomas, 625.

Lockwood, 10536.

Mitchell, 1934.
Roberts, 5629.
Willink, 9014.
Lockwood, 10541.

126. Several objections have been brought against any such change, of which the following appear to be the more important :—

- (i) That in view of the close association between the police and the criminal classes, it would be unfair to the *bona fide* wayfarer to give the police control over the building in which he may have to seek his night's lodging.

Poulton, 4773.
Lockwood, 10458,
10567.

We do not think there is any substance in this objection. In the first place, the evidence shows that the *bona fide* wayfarer supplies but a very small proportion of the total number of vagrants, and we have no reason to suppose that the police would treat this class in any way more harshly than is done under the present system. Indeed, we recommend a much more efficient system of relief for the work-seeker than exists at present, and we think he might properly look to the police for assistance and guidance on his way. Again, the detection and prevention of crime is only one—though no doubt the most conspicuous—of the multifarious duties performed by the police. For instance, the granting of pedlars' licences, the billeting of soldiers on the march, the regulation of traffic, the work done in connection with the licensing of public houses and with coroners' inquests, and the impounding of stray cattle, are a few examples of work which brings the police into contact with every class of the community, in addition to their functions in the general preservation of order. It may be mentioned, too, that in 36 counties the police now act as assistant relieving officers for vagrants, and orders for admission to the casual wards are obtained from them. Having given this matter careful consideration, we have come unanimously to the conclusion that no hardship whatever would be inflicted on the honest wayfarer by making it necessary for him to seek shelter at a place where the police authority has control rather than at one controlled by the Poor Law authority. On the contrary, we consider that under the system we suggest such a man may pass to his destination with a guarantee of character and a protection which no authority could furnish so efficiently as the police, while to the habitual vagrant the transfer to police supervision will no doubt be a deterrent.

See para. 79.

- (ii) That the police would be taken away from their proper duties by having to look after vagrants.

* The Scottish Departmental Committee on Habitual Offenders (1894) recommended that "the police authorities should be empowered to grant temporary relief to the extent of a night's lodging and food to the necessitous homeless and travelling poor where they think it expedient to do so, and that they should also have power to exact, if they think right, a labour equivalent from those that are able to work."

As to this, it will be seen from our proposals that it is not intended that any great burden should be put on the active members of the police force. And it must be remembered that habitual vagrants, who constitute a large proportion of the vagrant class, are often potential criminals, and the police might be greatly helped in the prevention and detection of crime by having the whole class under their surveillance.

- (iii) That the existence of casual wards, which have been built at great cost by the guardians and are their property, renders the proposal impracticable.

We do not think any insuperable difficulty need be experienced in this respect. We propose that the existing wards should, as far as possible, be hired from the guardians, and we contemplate that it will only be necessary in exceptional cases to provide fresh wards.

James, 7707.

127. Apart from the question of principle and the question whether the police will be aided in the discharge of their ordinary duties by being brought into relation with the inmates of the casual wards, there are strong practical reasons for the proposed change. The evidence is unanimous to the effect that uniformity in the administration of the casual wards is most necessary, and we have no doubt that within each police area at least uniformity can be secured by giving the control of the wards to the police, while the powers of the Home Office with regard to the local police forces can by a slight change in the law be easily and effectively utilised for promoting uniformity as between one county and another. In fact we consider that it is only through the police that this end can be attained.

128. When we come to consider the subject of way-tickets, it will be seen that no system could be made universal without throwing on the police a very special responsibility in respect of vagrants, and this consideration of itself is a strong argument in favour of the proposed change.

129. But apart from placing the vagrant directly under the control of the police, which we consider the most important point, there are other reasons which lead us to the conclusion that the police authority should be selected as the body to deal with vagrants. The extension of the area of chargeability and administration which we also consider necessary can best be secured by making the county the area. We do not think it necessary or advisable that a new authority should be established for the purpose, and of the existing authorities in the county the standing joint committee (the police authority) is obviously the most suitable. It is composed equally of members elected by the county council and of representatives of the magistrates. It already has the control of the county police and obtains through the county council the necessary funds. It is, therefore, the natural body to have control of this further work which we propose should be assigned to the police, and could undertake it more easily than any other authority. Another point in favour of the standing joint committee is that the magistrates sitting in petty sessions have the subject of vagrancy constantly brought to their notice in a concrete form ; many of them are, as we know, keenly interested in the question ; many, again, as members of the visiting committees of local prisons have experience of actual administrative work which, at some points, is brought into close connection with the administration of casual wards.

130. The standing joint committee would be able to secure a much better arrangement of wards in the county than at present exists : for instance, by closing some that are unnecessary, or by placing others where they are most wanted. It appears from information which we have obtained from the Inspectors of the Local Government Board that cases of this kind are by no means uncommon, and that there are many wards which are, in fact, superfluous. In present circumstances such wards could not be closed, but under a single authority for the county this could easily be done, and it is clear that such a step would lead to a considerable saving of expense.

Curtis, 2668.
Preston-Thomas,
8492.
Roberts, 5575.
James, 7638.

131. In the administration of casual wards the standing joint committee would find the services of the police of the utmost value. From their daily experience in patrolling the roads the police would have knowledge of the general movement of vagrants, and become at once aware of any considerable increase or decrease in their number, or any variation in the route they are generally accustomed to follow. They would inspect the wards regularly and would see whether the regulations were being satisfactorily carried out, and would always be available to deal with any difficulty arising from violent conduct on the part of vagrants or from any sudden increase in their number. The police would be able to assign to its proper cause any marked increase in the number of tramps visiting a particular locality. It would be the duty of the chief constable to make a special report to the standing joint committee every quarter on these points, with any remarks that the experience gained through the officers under his command might suggest with regard to such matters as the closing of a superfluous casual ward, the opening of a new one, or the extension of an existing one. The standing joint committee would in this way be in a better position than any other authority to form a comprehensive and accurate judgment on questions relating to vagrancy; and we think it not impossible that the experience so gained might lead to important and valuable developments in the mode of treating these questions. There would in short be in each county a body specially interested in vagrancy as a whole, instead of a number of bodies each interested only in the vagrants who resort to a single casual ward.

132. As regards the use of existing casual wards by the police, it has been pointed out that the wards are frequently an integral part of the workhouse and that the difficulties of their administration by another authority would be great. The entire abandonment of the present wards and the substitution of new ones is out of the question, owing to the great cost of such a step. Where the existing casual wards are entirely separate from the workhouse, the transfer can easily be arranged. But, even where the wards form part of the workhouse, we do not anticipate that there need be any real difficulty in giving effect to our recommendation. In most cases it will be possible to make a separate entrance to the wards and thus render them self-contained. It will, we believe, be only in comparatively few cases that entirely fresh buildings will be necessary.

133. It has been suggested that as the existing casual wards have been provided out of rates for this special purpose, the new authority should be empowered to take over without compensation any wards that they desire to continue. We have carefully considered this question and feel that great hardship would be entailed by such a plan. In some unions good wards have been provided at great expense; in others the accommodation is very inferior, and, if in these further provision were found to be necessary, it would be unjust that the ratepayers in other unions where adequate provision has already been made should be charged with a full share of the cost. There would be difficulty again in regard to loans which have been raised to pay the cost of erecting casual wards; some of these loans are still in part outstanding; and it would seem unfair that the ratepayers of a particular union should continue to make loan repayments for a purpose which had become a county charge, and from which they received no special benefit. We consider that the most equitable arrangement, and the one that would lead to the least difficulty, would be that where the wards form part of a workhouse the guardians should retain ownership, but should be required to let the wards to the standing joint committee; that where the ward is entirely distinct from the workhouse it should be open to the standing joint committee either to purchase or to hire it; and that the rent or purchase price should be agreed on between the committee and the guardians, or settled, in case of dispute, by the Local Government Board. On no account should there be any occasion to resort to costly valuation or arbitration proceedings, and we strongly urge that some simple method of settling the rent or purchase price, as the case may be, should be adopted.* Where the standing joint committee do not require the use of any particular ward, the guardians would be free to use the building for any purpose they thought fit, or, if it was a separate building, they might dispose of it

* A suggestion was made that each party should declare its price and the Central Authority be required to decide on the one which seemed the more reasonable of the two.

Kitchin, 10147.

by sale. In many cases the accommodation thus available would be of considerable use to the guardians, and might obviate the erection of new buildings for Poor Law purposes. The adoption of the arrangement above indicated would leave the standing joint committee free to select such wards as they thought most suitable and would facilitate the discontinuance of superfluous casual wards. It should not be overlooked that with the wards under police control it would be possible in times of pressure to utilise accommodation at police stations.

134. Where the ward is not separate from the workhouse, the agreement might extend to the heating of the ward and the supply of hot water from the workhouse, and the standing joint committee might obtain at contract prices food and other necessities by indent from the workhouse authorities; this arrangement would be greatly facilitated where the workhouse master remains in charge of the wards.

135. In most country unions the workhouse master acts as superintendent of the casual wards, and we think that as a rule he might properly continue to perform this duty under the police authority. Generally we consider that, as far as possible, the existing staff of the casual wards should be continued in office by the police authority, though, as vacancies occur, it would probably be found convenient to fill them by the appointment of retired constables who are drawing pensions from county funds. Where the wards at present have a staff of officers separate from the workhouse, the obvious course would be for the police authority to appoint them as their officers. But, in cases where workhouse officers act also for the casual wards, it would be a matter for arrangement between the police authority and the guardians whether these officers could continue so to act, but under the direction of the new authority; in any such case the consent of the Local Government Board should be obtained. The usual provision should, of course, be made for any permanent officer who might lose office under the scheme.

Poulton, 4866.
James, 7738.

136. *Separate Police Boroughs.*—We have hitherto regarded the proposed transfer as being in all cases to a county authority. But in 127 boroughs, of which 60 are county boroughs under the Local Government Act, 1888, there are separate police forces, and the watch committee of the borough is an independent police authority. We propose, therefore, that the watch committee should be in the same position as the standing joint committee with regard to any casual wards within their area. We have caused inquiries to be made as to the case of these boroughs. We find that in 27 boroughs there are no wards situated inside the borough, but that the wards which really are intended for the borough are outside its boundary. In such cases we propose that the control of the particular wards should be in the hands of the county police, in whose area they are, in fact, situated. It would be clearly unfair that in these cases the borough ratepayers should escape all charges for the maintenance of casual wards, and we suggest, therefore, that in every case where there is no casual ward in a borough maintaining a separate police force, a contribution strictly in proportion to rateable value should be made from borough funds towards the total cost incurred by the county police authority as a vagrancy authority. As regards financial arrangements for this purpose between the county and borough authorities, no large amount will be at issue, and while recognising that some questions of detail may arise which will have to be settled by the Central Authority, we see no reason to doubt that a workable scheme could be prepared under which our suggestions could be easily carried into effect.

137. *Metropolitan Area.*—The part of the scheme which offers the greatest difficulty relates to the counties and parts of counties policed by the Metropolitan police, namely, the counties of London (exclusive of the City of London) and Middlesex, and a number of parishes in Surrey, Kent, Essex, and Hertfordshire, which are wholly or partly within fifteen miles of Charing Cross. In this area the Secretary of State is the statutory police authority, and the force is governed under him by the Commissioner of Police of the Metropolis who is appointed by the Crown. Besides 27 casual wards in London, and 5 in Middlesex, there are at present 4 Surrey casual wards, and 1 each in Kent, Essex, and Hertfordshire that are within the Metropolitan police area. A map of this district is given in the Appendix.

138. We find a difficulty in applying to this area the proposals we have made for the rest of England and Wales, for there is no body of police under local control. It must be remembered, however, that our proposal to transfer the wards to the standing joint committees in counties outside the Metropolitan police district is made mainly because they are the police authorities and could use the police to carry out the scheme which we consider is essentially an affair of police. In London this question is of special importance. Besides the large body of habitual vagrants or loafers who make their home there, numbers of vagrants from the country flock in at particular times. London is always a source of attraction to the vagrant class, and on any announcement of public charity the influx reaches alarming proportions. For this reason it is particularly important that the regulations for dealing with vagrants should be not less strict in London than elsewhere, and it seems to us that it is only by the aid of the police that an adequate control can be secured.

139. The obvious plan seems to be to transfer to the Metropolitan police the casual wards in the whole of the area for which they act, but in order to determine whether this is the best course we turn to the various alternatives that suggest themselves :—

(i) The standing joint committees for London and Middlesex have been proposed as bodies to take control of the casual wards in those counties.

These two authorities, however, differ most materially from the standing joint committees in the rest of the country. They have no control over the police and no experience of vagrants. Their ordinary duties are in no way akin to those comprised in the management of casual wards, and they have no staff which would be available for the proposed duties.

140. Moreover, there would remain the question of providing for the parts of Kent, Surrey, Essex, and Hertfordshire, which are within the Metropolitan police district, and therefore outside the areas of the standing joint committees of those counties. To put the casual wards in those parts under the standing joint committee of the particular county would be to introduce outside police control within the area of the Metropolitan police, and would inevitably give rise to difficulties.

(ii) For similar reasons we do not consider that the London County Council or the Metropolitan Asylums Board should be made the authority for controlling the casual wards in the Metropolis.

(iii) Another possible suggestion is the establishment of a joint committee of the boards of guardians in the Metropolis. This plan would give little, if any, advantage over the present system, and would be more difficult and costly in working.

141. It is important to note as regards all these alternatives that there would be no means of enforcing uniformity. London would be treated exceptionally, and the regulations which, through the medium of the Home Office and the police could be applied evenly elsewhere, could be disregarded in the very place where they would be most needed.

(iv) A further suggestion is to establish some body specially for the purpose, and, by giving representation on it to the Commissioner of Metropolitan Police, to enable it to work in connection with the police. We do not think the scheme would be effective unless the body could have some direct control over the police, and this seems extremely doubtful.

142. We are therefore thrown back on the proposal to hand the work over to the Metropolitan police. We have carefully considered the question in all its bearings, and have come to the conclusion that they are the proper body to have control of the wards. We are convinced that it is only through them that uniformity between London and the rest of the country can be secured. To meet the difficulty caused by the fact that the Secretary of State is the Police Authority for the Metropolitan area, we think that the Metropolitan police,

for the purpose of the management of the casual wards, should be placed practically in the same position as the standing joint committees in the rest of the country, leaving the Secretary of State the same power of control as he exercises elsewhere. Objection may be raised to giving to the Metropolitan police duties now performed by locally elected bodies, but we consider that the circumstances of London are sufficiently exceptional to render this step necessary. And this accords with our general scheme, the essential part of which is transfer to the police. It will be an immense advantage to have one authority dealing with the vagrant or loafer in London, whether as an offender against the law or as a frequenter of casual wards, and to ensure uniformity of treatment as between the Metropolis and the rest of the country.

143. It is important to note that the additional duty proposed to be placed on the Metropolitan police is not onerous. It is, in fact, only the control of the 39 casual wards in their district; and, looking to the multifarious duties so ably performed by that body at the present time, we cannot see that any real difficulty would be caused by their assuming this work. The actual transfer could be easily accomplished. The existing wards in London are in most cases separate from the workhouse, and could probably be handed over without difficulty to the new authority, and the existing officers could be continued.

144. We propose, therefore, that the Metropolitan police should take charge of the wards in the whole of the Metropolitan police district. The city of London is in a somewhat similar position to a separate police borough and the city police would manage the wards there. This arrangement would leave the casual wards in the parts of the counties of Essex, Hertfordshire, Kent, and Surrey, outside the Metropolitan police district, to the control of the standing joint committees of those counties.

145. Special arrangements will be necessary in London owing to the existence of the Metropolitan Common Poor Fund. Most of the casual wards in London have been provided at the cost of that fund, and it seems equitable that any payments made to a board of guardians in London by the Metropolitan police for the use or acquisition of wards should be placed by the guardians to the credit of the fund.

146. *Control by Central Authority.*—It is clear that for the purposes of securing uniformity between different police districts in the matter of treatment of vagrants in casual wards the control of some central authority is essential. When the casual wards have been transferred from the guardians to the police authorities, the power of making regulations in respect of them will naturally be transferred from the Local Government Board to the Secretary of State. We think that the best means of enforcing them will be through the Secretary of State's certificate of efficiency, the issue of which is the necessary condition of the grant from the Local Taxation Account towards the cost of every county or borough police force. Vagrancy is a matter in which the different police areas have an interest in common, and is by no means a merely local concern. If means can be devised for reducing the total amount of vagrancy, a responsible local authority that refuses or neglects to adopt them would fail in its duty towards its neighbours, and would not, in our opinion, be entitled to the usual grant from the Exchequer towards the cost of the pay and clothing of the police. We recommend, therefore, that the issue of the Secretary of State's certificate of efficiency under section 16 of the County and Borough Police Act, 1856, as amended by sections 24 and 25 of the Local Government Act, 1888, should be made conditional on the satisfactory character of the arrangements respecting vagrancy within the area of the police authority to which the certificate is granted. In the case of a borough not having a casual ward within its boundary, this condition would be satisfied if it paid a fair contribution to the county in respect of its vagrants.

147. For the proper execution of the duties imposed on him in this matter the Secretary of State would require to have the services of local inspectors able to judge whether the arrangements for dealing with vagrants are reasonably satisfactory. We hope that arrangements might be made whereby he might

avail himself of the wide experience and the local knowledge possessed by the general Inspectors of the Local Government Board.

Amendments in the Regulations.

148. There would no doubt be a considerable saving of time and trouble in the management of the wards if a task could be dispensed with, but we consider that it acts to a certain extent as a deterrent and prevents a too free resort to the assistance afforded by them. Moreover, it is important that some return should be made by those who obtain food and lodging at the cost of the rates. Under the scheme we propose we think that the performance of a task of work should be enforced in every case where the man is capable of performing it.

149. As regards the task itself, we think it should, if possible, be of a useful character, and one that does not give the expert an advantage over the novice. It should therefore be measured by time and should be such a kind as can be performed by anyone. The opinion has been expressed that, as a rule, oakum picking is unsuitable work; there has been difficulty in disposing of the oakum when picked, the work is unremunerative, and as a task is easy to the old hand. 447. We have, however, been lately informed that picked oakum can now be utilised in large quantities in paper making. Two kinds of work we consider especially suitable for ordinary cases, viz., stone pounding and corn grinding. We have inspected workhouses where these tasks are carried out and have been impressed with their advantages. The tasks are useful, they can be performed by anyone without previous experience, and are not costly in working. The products of stone pounding are of considerable utility, and the crushed material can, in some localities, be sold for a price which affords a profit on the work. It is important that work should be provided for all the inmates of the wards. To those who are not physically able to perform the ordinary tasks lighter work should be given, such as wood chopping, wood bundling, sack making, waste paper sorting, etc. The task should, we think, be nine hours' work. With the wards under an authority extending over a large area, there will be more opportunities for disposing of the products obtained from the work of the casuals, and this will allow of useful work being prescribed.

Preston-Thomas,
320, 429.

Fleming, 4947.

Howe, 2038-9.

150. We consider it important that in any case of doubt as to the fitness of a man to perform the task the opinion of a medical man should be obtained. For this purpose, and for the treatment of vagrants who may be ill, arrangements should be made to secure the attendance of a medical man when necessary. Provision, perhaps, should be made for any cases of serious illness (not of an infectious character) being received into the infirmary of the nearest workhouse.

151. In the following chapter we propose that the holder of a way-ticket should be treated differently from other inmates of the casual ward. This proposal would meet the case of the genuine work-seeker; in all other cases we think the detention should be uniform and that the discretionary power now vested in the superintendent of the wards should not be continued. With the wards under the control of the police, we do not think there would be any need for the special appointment of police officers as assistant relieving officers; if an order for admission to the wards was deemed necessary this might be given by any policeman to whom application was made.

152. Later, we make suggestions for amending the dietary in casual wards and for providing a mid-day meal for every one leaving the wards in the morning. We also recommend that female vagrants and children should be received into the workhouse. Subject to the exceptions indicated, we think that regulations similar to those now in force as to admission, treatment, detention, and discharge should apply to the wards when under the police authority and should be strictly enforced.

Scottish and Irish Systems.

153. We have received valuable evidence as to the methods of dealing with vagrancy in Scotland, where there are no casual wards and the law does not recognise mere destitution as a sufficient qualification for Poor Law relief.

Barclay, 6402-7.
Motion, 6449-57,
6461-7, 6475-82.

Dewar, 6664-71, 6710-6. Strictly speaking, the able-bodied man is not entitled to relief at all ; but destitute tramps can, in practice, usually procure relief in a poor-house, a Despard, 6869, casual sick-house, or a common lodging-house, or in the alternative can go to 6878. the police or to some private charity for a lodging.
Ross, 6943-8, 6977.

Appendix XIV. We have been favoured by the Irish Local Government Board with an interesting memorandum on vagrancy in Ireland. It appears that the law in that country makes no provision for the establishment of casual wards and the casual, or "night lodger," as he is called, is merely a pauper admitted to the workhouse on the ground of sudden and urgent necessity. This corresponds to the state of things in England prior to 1842.

CHAPTER V.

ASSISTANCE FOR BONA FIDE WORK-SEEKERS.

154. There is a general agreement that some means should be adopted of discriminating between the wayfarer who is genuinely in search of work and the idle vagrant. Nearly all the witnesses we have examined have expressed themselves in favour of some system of way-tickets as a means of helping the *bona fide* work-seeker on his way or of assisting to distinguish such a case from the undeserving mendicant. The proposal is one which has received general support. Although, as we have shown, the *bona fide* work-seeker forms but a very small proportion of the total number of vagrants, it is impossible to exclude this class from any consideration of the vagrancy problem. The fact that under the present system the working man on tramp who goes to a casual ward receives just the same treatment there as the professional mendicant, is a direct encouragement to indiscriminate almsgiving, as persons who give to the beggar on the road have the excuse that he may be a *bona fide* work-seeker who ought not to be treated like the ordinary vagrant.

Hutton, 4019.

155. We are strongly of opinion that some better provision should be made to assist the man genuinely in search of work, not only because his case merits different treatment, but because it is most important to remove the excuse for casual almsgiving. It appears that in the case of members of trades unions there is no need of any provision of this sort. We have been informed by witnesses that a man belonging to a trade union who desired to go to another district to obtain work would invariably be helped on his way by his union, who in most cases would pay his railway fare. We understand that members of these associations do not use the casual wards.

Dorington, 4304.
Preston-Thomas, 641.
Curtis, 2812.
Barneby, 4196,
4229.
Fleming, 4885.
Crooks, 5449.

Before discussing the plan which we suggest, we may refer to some of the systems which have already been tried for assisting the wayfarer.

The Berkshire Way-ticket System.

156. The way-ticket system as known in this country is that commonly called the "Berkshire system." This is now in force in the counties of Gloucestershire and Wiltshire, where it was adopted in 1882. Its object is twofold; first, to enable the needy wayfarer to move through the county towards his destination by the most direct route and without unnecessary delay, and, secondly, by providing him with lodging, supper and breakfast at the casual ward and with a mid-day meal on his route, to remove all necessity for begging from the public.

157. A way-ticket system has been in force in several counties at various times, but it has never been universal. In 1868 a system of way-tickets appears to have been in force more or less generally in several counties. In 1871 a system very similar to that now in force in Gloucestershire and Wiltshire was tried in Hampshire, but little use was made of it and it was soon abandoned. Then Berkshire, too, in that year, adopted the system only to give it up almost at once owing to the lack of co-operation on the part of the boards of guardians in the county. It was re-introduced there in 1879, and for some four or five years met with success, before it was again dropped, owing, it is said, to lack of co-operation on the part of the adjoining counties. A similar system was adopted in North Wales in 1884, but it is now in force only in four unions.

Fleming, 4879.

Poulton, 4663-6
Dorington, 4290.

Roberts, 5513.

158. We have had the advantage of hearing evidence from Colonel Curtis-Hayward, who was chairman of the vagrancy committee for Gloucestershire from 1883 to 1904, and Mr. A. C. Mitchell, who holds a similar position in Wiltshire, from Admiral Christian and Captain Sterne, the chief constables of Gloucestershire and Wiltshire, and from Sir John Dorington, M.P., with regard to the existing system in Gloucestershire and Wiltshire. In each county it is worked through a vagrancy committee consisting of representatives of quarter sessions and the various boards of guardians.

Curtis-Hayward,
1553.

159. The plan adopted, as explained to us, is as follows:—On entering the county a vagrant applies to the assistant relieving officer for vagrants, generally a policeman, who issues to him a way-ticket, on which is marked the man's description, the place that he comes from and his destination. On the ticket are spaces for the names of the casual wards he will pass on his route through the county toward his destination, and a list of stations at which he can obtain a mid-day meal of bread. A copy of the ticket is shown in the Appendix. With the ticket the vagrant goes to the casual ward and is treated in the ordinary way: he gets his food night and morning and has to do his task. When he leaves the ward in the morning, the master of the workhouse or the superintendent of the casual ward marks on the ticket the name of the casual ward to which he should next go in the direct route to his final destination, and also the name of a bread station where on presentation of his ticket he can get eight ounces of bread. The bread station is sometimes at a police station, and is as nearly as possible mid-way between casual wards. If the man arrives in the evening at the casual ward marked on his ticket he has what is called a "good ticket"; but if he arrives at some other casual ward, or has no ticket at all, he would be considered a "bad ticket" man. The practice is to detain for one night (instead of two nights as directed by the Order of the Local Government Board) the man with the good ticket, who shows that he is passing as quickly as he can to his destination, and to detain for two nights the man with the bad ticket. A man who is without a way-ticket can, however, obtain one in any union after two nights' detention, and, while keeping to the route described in the ticket, would be treated as a "good ticket" man. It will be seen that an advantage is offered to the man who adheres to the route he has originally stated: he gets only one night's detention, and after doing a small task the next morning, nominally three hours' work, he can start off again on his journey.

Appendix VIII.

Christian, 1575-7.

160. The mid-day meal is an essential part of the Berkshire system. It is stated that in Gloucestershire and Wiltshire the effect of the mid-day meal has been to reduce begging and almsgiving. In these counties notices are issued stating that a mid-day meal of bread is provided free for vagrants, and asking that money should not be given to them. The fact of a vagrant being discharged from the casual ward early in the morning, and having no chance of getting food until he arrives at the next casual ward in the evening, forms a strong ground for sympathy from the public.* At present it is held that a board of guardians cannot provide a vagrant with food when he leaves the casual ward: in most cases it would be giving out-relief to an able-bodied man without requiring a task; the result is that, if he is really destitute and cannot get any work, he is practically bound to beg or steal any meal he gets during the day. We have been told that magistrates are often reluctant to convict a man for begging when it is known that he has had no chance of getting food honestly from the time he left the casual ward in the morning until the evening. The provision of the mid-day meal is intended to remove this undoubted grievance.

Preston-Thomas,
388.

Burgess, 2562.

Mitchell, 1849.

161. In Gloucestershire and Wiltshire only $\frac{1}{2}$ lb. of bread is given to each vagrant presenting the way-ticket. Previously to 1887 the amount given in the former county was 1 lb., but it was afterwards considered that, apart from the question of expense, the smaller quantity was sufficient. The cost of the bread was defrayed at first by voluntary subscriptions as it was considered illegal for boards of guardians to make any payment for the purpose; but during the last few years the Local Government Board have given authority to

Curtis-Hayward,
1602.

1607.

* "In England a vagrant is discharged from the vagrant wards as destitute as when he came in; and if he cannot find work, which is generally the last thing he wishes to do, he must on alternate days either get his mid-day meal by begging or stealing, or he must go without it. This fact is supposed to be a reason for giving money to beggars, and may be alleged as an excuse by magistrates who discourage the police from apprehending vagrants, probably because they think more of the county rate than of the inconvenience to which their poorer neighbours are put by the threats and importunities of sturdy tramps. In Germany, where the relief stations have been established, there will be no such excuse, but there is some doubt whether the most ample provision for vagrants will render their trade the less lucrative. For people who give money to beggars generally do so to satisfy a mischievous impulse, and without giving any thought at all to the rights or wrongs of the matter." (Reports on the Elberfeld Poor Law System and German Workmen's Colonies. 1888.)

boards of guardians to make contributions, and in Gloucestershire and Wiltshire there is little difficulty in raising the necessary funds. In Berkshire, we are told, the difficulty of getting subscriptions was one of the causes of their system falling into disuse. ^{1856.} Mitchell, 1814.

162. It appears that in Gloucestershire the cost of the bread has averaged £45 a year for the whole time the system has been in operation, though now the cost has risen to £80. In Wiltshire the cost in the year ended 31st March, 1904, came to about £50. The expense, therefore, is comparatively small, but it is to be observed that the benefits of the mid-day meal system in these counties are open only to those who bring a way-ticket, *i.e.*, those who have used the casual wards. In Gloucestershire during a period of ten years, out of a total of 395,000 admissions to casual wards 111,300 applications were made for the mid-day meal, while only in 88,000 cases were "good" tickets brought to the casual wards. ^{Curtis-Hayward, 1635-6. Mitchell, 1809-12.}

Bread Tickets and Mendicity Societies.

163. In addition to the counties where the way-ticket system is in force there are a few counties in which a mid-day meal is provided for vagrants through a mendicity society: by means of bread tickets, a ration of bread can be obtained by any vagrant in the middle of the day. The benefits of the system are not limited, as in the case of way-tickets, to vagrants who come from casual wards. It is contended that the bread tickets have had a useful effect in checking indiscriminate almsgiving, but there is no certain evidence forthcoming as to this, and it is difficult to say to what degree this has been the case. No doubt it is largely dependent on the extent to which the public are made aware of the facilities provided. ^{Preston-Thomas, 391.}

164. *Dorsetshire*.—A mendicity society has been established since 1869; the chief constable of the county acts as secretary to the society, which derives its income from voluntary subscriptions. Bread tickets are issued to subscribers and to the police, and a vagrant on application receives one of these tickets, which enables him to obtain bread at certain specified places in the county. During the year 1904, 35,509 tickets were exchanged for bread. The cost of the bread amounted to £147 19s. 1d., the total working expenses being £207 16s. 6d. The object of the society is stated to be "the suppression of vagrancy and the assistance of the deserving workman in search of employment." It is contended that the society has diminished indiscriminate almsgiving by removing the plea of starvation, and the chief constable attributes the comparative absence of offences on the part of vagrants to the effect of the bread ticket system. ^{Fleming, 4928. Appendix VIII.}

165. *Herefordshire*.—A bread ticket system carried on by a mendicity society has been in existence for nearly thirty years. The system is similar to that in force in Dorsetshire, and the chief constable of the county acts as hon. secretary to the society. Bread tickets can be obtained by vagrants at workhouses and police stations or from subscribers to the society, which enable them to get a mid-day meal of bread at certain shops in different towns and villages. In the year 1904, 2,688 rations of bread were supplied at a cost of £11 4s. During the year, 731 bread tickets were issued by the police, 932 by workhouse masters, and 111 by subscribers. Mr. Barneby, a county alderman and guardian of Hereford, referred to a possible danger from this system:— ^{Appendix VIII. Barneby, 4260.}

"The police told me that it did a great deal of mischief. If they found anybody loafing about a private house in the country, and they were suspicious of him, the police were immediately disarmed because the loafer turned round and said, 'I am only going to ask for a bread ticket.'"

It appears from the report of the society for the year 1903 that bread stations were discontinued in certain parts of the county owing to the difficulty of finding tradesmen willing to supply bread.

166. *Worcestershire*.—A wayfarers' relief society provides a mid-day meal for wayfarers in the county in search of work. The society is a private one, but works in co-operation with certain of the workhouses. Men who appear to be

looking for work are selected by the workhouse officers from among the vagrants, and receive a ticket which enables them to get a mid-day meal of $\frac{1}{2}$ lb. of bread and $1\frac{1}{2}$ oz. of cheese, at a cost of 2d. to the society. During 1904, out of 66,881 vagrants relieved in the casual wards, 6,129 were assisted in this way.

167. *Ayrshire*.—A mendicity society carries on a system somewhat similar to that in force in Dorsetshire. The society was established in 1885, and provides for the distribution to vagrants of tickets for food or lodging, which have been purchased by charitable persons. There are sixty-five bread stations in Ayrshire, and at any of these a vagrant can, on presentation of a bread ticket, obtain 1 lb. of bread, but he cannot get more than 2 lbs. at one time. The same man cannot get a second supply of bread at the same station within a week. There is also a superior food ticket available only in Ayr, which enables a man to obtain food to the value of $2\frac{1}{2}$ d., either bread and cheese, or bread and soup, or tea and bread and butter. As to this better ticket, Captain McHardy says:—
- “it destroys the objects of the society, as even a little more generous relief like that attracts the wayfarer to the district.”
6769. A ticket for lodging when obtained by a vagrant must be presented at the police office, there to be exchanged for an order on a lodging house. These are more popular than the bread tickets, as they are worth really 5d. or 6d., but the negotiation of the tickets at the police office is a check, as the police can refuse an order where they think fit to do so. Captain McHardy says that the tickets are now little used in Ayrshire. The statement furnished by him as to the receipts and expenditure of the society shows that in the year 1895–6 the value of food tickets exchanged was £26 14s. 2d. and of lodging tickets £56 0s. 9d. In the year 1904–5 the food tickets exchanged amounted to £3 19s. 2d. and the lodging tickets to £12 13s. 10d. The funds of the society are derived from subscriptions and the sale of the tickets. We were informed that in Ayrshire some of the police buy tickets themselves to give to vagrants. It is to be remembered that in Scotland, as we have already mentioned, there are no casual wards and no provision is made by the Poor Law for able-bodied vagrants.
- Appendix XVI.
- McHardy, 6765–8
- 6844.
- 6777.
- See para. 153.

German System.

168. This system was described to us by Mr. Dawson. Every German leaving his district must carry certain papers of identification in addition to a *Wanderschein* or way-ticket. For the relief of the destitute wayfarer there is the *Herberge*, or lodging-house, which is maintained by a voluntary society, and the *Verpflegungs-station*, or relief station, which is maintained by the local authorities. In each, the man in search of work can obtain lodging and food either by payment of a small sum or the performance of three hours' work, such as wood chopping or stone breaking. In a place where there is a *Herberge* the local authorities do not establish a relief station. Provision is made for a mid-day meal.
- Dawson, 3543.
- 3863.
- 3826.
- 3565.

169. A copy of the regulations in force in Westphalia as to the use of relief stations by wayfarers will be found in the recent Board of Trade report.* A similar system is carried on in other provinces, but not so thoroughly as in Westphalia. A pass can be obtained on payment of 6d., or the performance of four hours' work at a relief station, on proof of identity (*i.e.*, production of army discharge or insurance papers) and of recent employment. A person without a pass, who cannot produce evidence of identity and recent employment, is referred to the police and is required to perform a full day's work to their satisfaction before he can obtain a pass. At each relief station the pass is stamped with the date of departure, and the name of the next station to which the holder proposes to travel must be entered on the pass. All attempts to secure employment must be made through the labour registry in connection with the relief station. No one who refuses to accept a suitable situation offered by the registry is allowed to receive relief at the station. A wayfarer who does not comply with

* Report on Agencies and Methods for Dealing with the Unemployed in certain Foreign Countries (1904).

the regulations is referred to the police for relief; and if he does not keep to the fixed route he may be punished as a vagrant.

170. The *Herberge* is a sort of model lodging-house, but the traveller who cannot pay has to do a task of work in return for his food and lodging. In Dawson, 3558. 1904 there were 466 of these homes, with 20,000 beds. The number of the non-paying inmates has increased considerably during the last few years. As to the relief stations we have not seen any recent figures. It appears that in 1896 there were 1,287 of these institutions, but Mr. Dawson informed us that they are now increasing in number. On the night of the 15th December, 1890, 3850. there were 9,216 inmates of the relief stations.

Swiss System.

171. A society named the Inter-Cantonal Union, whose operations extend to fourteen of the twenty-two cantons in the country, provides for the relief of persons without means who are really in search of employment. A way-ticket in the form of a book, called a "*Wanderschein*," is issued to those who can prove that they have worked for an employer within the three preceding months, and that at least five days have elapsed since that employment ceased. The union has established stations in most of the cantons, and a man genuinely in search of work can, with the aid of the way-ticket, wander over most of Switzerland, obtaining lodging and food (three meals daily) on application at these stations. Food and lodging is given only once in six months to the same traveller at the same station.

172. No work is exacted from persons relieved; the *bona fide* work-seeker is helped on his way and endeavours are made to find him employment. The beggars and the work-shy are excluded from the benefits of this system. The funds of the union are derived from voluntary subscriptions and grants from the Federal Government and the councils of the various cantons. A fuller description of the working of the system appears in Mr. Preston-Thomas's report on Switzerland and in his evidence before us. Appendix XVII. Preston-Thomas, 8283-8301.

Proposed Way-ticket System.

173. If the main object is to assist the genuine work-seeker on his way and afford a means of discriminating between him and the idle vagrant, it seems to us that, of the various plans which have been tried, the Swiss system is the one which offers the best chance of success.

174. The "Berkshire" system which, as we have said, is now in force in Gloucestershire and Wiltshire does not appear to have met with such success that we could recommend its universal adoption in its present form. Under that system the ticket is granted to anyone who obtains admission to the casual ward, on his stating his destination. If the professional vagrant can state a destination on the route to which he is willing to keep for a time, he can obtain all the benefits of the system; while, if at any time he wishes to start off on a fresh route, he can easily obtain a new ticket after having been treated as a "bad-ticket" man and detained two nights at one place; from that point he would be a "good ticket" man so long as he kept to his set route. It seems to us that it is too easy for the professional vagrant to take advantage of this system to make it of much use in distinguishing between him and the genuine work-seeker. Nor do we think that the system is of much value as affording a means of identification of the habitual vagrant, for he could always remove the evidence of the way-ticket by destroying it. In Continental countries where individual records are kept and it is necessary for every one to have certain papers in his possession, identification is an easy matter; but we are not prepared to recommend that every wayfarer in this country should be required to carry papers. A compulsory system of this character needs some penalty for non-compliance; and we feel strong objections to making the non-production of a way-ticket a punishable offence. Fleming, 4882. Lamb, 7135. Loch, 8778-9. Fleming, 4880, 5025. Peacock, 7797.

175. Mr. Preston-Thomas expressed himself in favour of a way-ticket which should be issued only to a man who could afford evidence that he had actually Preston-Thomas, 647.

worked. He says: "I would not grant it on any statement of what he is going to do; but I would grant it on evidence of what he has done." With this suggestion we agree. The Swiss way-ticket is issued only to a man who can prove that he has worked for an employer within the three preceding months. Other witnesses whom we have examined agree that the way-ticket should be granted only to the man who is really travelling in search of work. Mr. Curtis, clerk to the King's Norton guardians, put before us suggestions to this effect, and his proposal has received considerable support from boards of guardians. He proposes, as do some other witnesses, that the possession of the way-ticket should entitle the holder to preferential treatment at the casual wards. Mr. Preston-Thomas's proposal differs in an important particular from others we have received. Following the Swiss system, he would make the ticket available for a certain period, say four months, instead of indicating a fixed destination and requiring the man to continue to move directly towards it. He considered the latter plan open to objection as not allowing the man in search of work to change his route on hearing of work in some other direction. We have carefully considered the question, but though we are of opinion that latitude should be given to the genuine searcher for work, we are on the whole inclined to the view that in this country the plan of issuing a ticket available for a certain period with no route indicated, instead of being an advantage, would be rather a source of danger as being likely to encourage vagrancy. A ticket giving the right to wander for some months is in itself an inducement to tramp, and the habit of vagrancy and a confirmed love of the road would in our view more probably result than the finding of any settled employment.

Hutton, 3937.
Curtis, 2689.

Preston-Thomas,
8452.

Curtis-Hayward,
1564-6.
Mitchell, 1907-9.

176. It was found that when the way-ticket was introduced in Gloucestershire and Wiltshire there was a considerable reduction in the number of casual paupers in those counties. In fact the numbers in Gloucestershire went down the next year nearly 50 per cent. Whether the fall was due to the new system or to the effect of the Casual Poor Act of 1882 it is difficult to say. But the numbers began almost immediately to increase again, and in 1904 the total had reached the figures of 1882. It is only fair to say that while only a few counties at a time have adopted this system, there has been little chance of obtaining good results, for it is quite easy for the vagrant to avoid the effect of it by passing into another county where the system is not in force. Colonel Curtis-Hayward considered that the starting of the Gloucestershire system caused the vagrants to leave that county at first.

Preston-Thomas,
402, 647.
Curtis-Hayward,
1588.
Dorington, 4289.
Fleming, 4888.
Lamb, 7143.
Willink, 9010.

177. We are strongly of opinion that to be successful any way-ticket system must be universal over the country, and this is the opinion of all the witnesses. Moreover, the system should be worked in a uniform manner not only in one county, but all over the country. We have pointed out in another part of our Report the difficulty of obtaining uniformity from the boards of guardians on account of the number of the unions and their varying circumstances; and we agree with the suggestion of many of our witnesses that any ticket system should be placed under the control of, and be worked by, the police. Indeed, we consider that it is only by these means that the system could be made effective. In Wiltshire, where the present system is most carefully administered, it has been hitherto found impossible to get uniformity of treatment by the different boards of guardians, and this has been the experience in other counties.

Preston-Thomas,
8463.

178. We think that the police should be empowered to issue a way-ticket to a man who can satisfy them either that he has worked at some employment (other than a casual job) within a recent period, say three months, and that he has reasonable ground for expecting to get work at a certain place, and that he is likely to keep to it, or that he has some other good ground for desiring to go to some particular place. A case that might be dealt with under the latter description is the sailor who has missed his ship and wishes to get to some other port.

179. The ticket should give the man's personal description, his usual trade, his reason for wanting to travel, and his proposed destination, and should contain his signature and, possibly, his finger-prints for the purpose of testing

identity. It should be in the form of a book, something like the Swiss traveller's book with spaces on which should be stamped the name of each casual ward visited. We think that the duration of the book should be limited to a certain period, say one month. With this book the man would go to the casual ward and be entitled to a night's lodging, supper, and breakfast, and, after performing two hours' work to help to pay for his food and lodging, he should be free to leave the ward whenever he likes. The name of the next ward on the direct line of his route, which he can reach that night, should be entered in the book, and if he arrived at that place he should be treated in the same manner. The book would thus be a record of the man's journey and show clearly on the face of it whether he is genuinely in search for work. Preston-Thomas, 8288.

180. We propose the performance of a small task by the holder of a way-ticket. It may be urged that if the man is *bona fide* in search of work he should not be required to do any task; but we consider that a task of a useful but light nature will help to maintain a spirit of independence, and at the same time act as a check to any abuse of the facilities provided. In return for the food and lodging given it seems only right that the recipient should do some work, but we think he should be free to do the work as soon as he wishes, either on the day of arrival or the next day, so that he can leave the ward as early as possible. For the way-ticket man we propose that there should practically be no detention, and we think that he should generally have better treatment and accommodation than the ordinary vagrants and be kept as far as possible apart from them. And it should be open to him to remain at the ward for another night if he desires a rest on his journey.

181. We deal in Chapter VIII. with the question of food in the casual wards, and suggest alterations in the present dietary, including provision for a mid-day meal for all men leaving the casual wards. We propose that the holder of the way-ticket should receive, on leaving the ward in the morning, a ration of bread and cheese, which would provide for his needs during the day and enable him to pursue his way without the necessity of reporting himself at any intermediate station to get the meal. We limit this advantage to the holder of the way-ticket; a man without a way-ticket should, we think, be required to call at some police station on the way to the next casual ward, where, on presentation of a ticket issued by the superintendent of the last casual ward he would be enabled to obtain his food. We consider it useful to make this discrimination between the two classes of travellers. It confers an advantage Poulton, 4847. on the man *bona fide* in search of work, and it tends to bring the other class into contact with the police in the middle of the day, and to keep them to the main roads. There is also this point; the *bona fide* wayfarer would be less Preston-Thomas, 388. likely to waste his ration of bread and cheese; if food were given to all on leaving Fleming, 4886, the casual wards, it is certain that a very large quantity would be thrown away. 4939. We do not consider it necessary to propose arrangements for the supply of food at the public expense to vagrants who have not used the casual wards.

182. We have stated above that we do not agree with the proposal to make the ticket available for a certain period without a settled destination. But we think that provision should be made to meet the case of the man who finds it necessary or desirable to depart from his original route; for instance, if he hears of work available at some other place to the right or left of his route. We accordingly suggest that the superintendent of a casual ward, with the concurrence of the district officer of police, should have power, if satisfied of the man's *bona fides*, to authorise the change of route, the book being endorsed to that effect. We do not anticipate that there would be any difficulty on this point, and we feel sure that there would be every disposition on the part of the police authorities to facilitate the change of journey, if they were satisfied that there was reasonable ground for it. This provision would, we think, amply meet the objection raised by Mr. Preston-Thomas to the ticket with a specified route, and would at the same time be an additional check against abuse of the system.

183. If our recommendation is adopted there will be several points of detail to be settled, and we suggest that these should be defined by regulations issued by the Home Office to apply uniformly to the whole country. For instance,

the form of the ticket should be prescribed ; the keeping of a register of tickets at each casual ward should be required ; and provision should be made to deal with cases of renewal of ticket, loss of ticket, improper possession or forgery of ticket, cancelling of tickets on misuse, and generally for the working of the system. We think that the Secretary of State's certificate of the efficiency of each police force should be made dependent on the system having been properly carried out.

Information as to Employment.

184. Most of the witnesses were of opinion that it is very desirable that some means should be adopted to enable the man in search of work to know where there is work to be found. Any scheme for this purpose, besides being a valuable addition to the way-ticket system, might be of assistance to the man thrown out of employment who wished to know if there was any chance of work in the district. Moreover, it would afford a means of detecting the idle vagrant, by his refusal to accept work which was available. Such a scheme, too, might be of great help, particularly in agricultural districts, to employers who would, no doubt, be willing to assist in it by sending from time to time particulars of any work they could offer.

185. If our proposals as to the transfer of the casual wards to the police authorities are adopted, we would suggest that the superintendent of each police division should be responsible for the collection of information as to work available in his district, and this information should be transmitted at frequent intervals to the chief constable of the county. A complete list could then be prepared for the whole county, and a copy of it sent to each casual ward and police station, where it would be open to the inspection of those seeking work. The divisional superintendent should furnish each casual ward and police station in his district with the information relating to the immediate neighbourhood, as he obtains it. If this plan should prove satisfactory, it might be desirable to extend it so as to provide for an interchange of information between one county and another.

CHAPTER VI.

PUNISHMENT OF VAGRANT OFFENDERS.

Sentences of Imprisonment.

186. The information before us shows that there is no uniformity whatever in the sentences for vagrancy offences. Occasionally, magistrates in one petty sessional division agree to deal with these cases in much the same way, but as a rule in the same county the sentences vary from three days to twenty-eight days for such offences as refusing to perform a task of work in a vagrant ward or destroying clothing, a variation which appears to us to be so wide as to be difficult of justification. The sentences given by stipendiary magistrates appear to be as little governed by any fixed principles as those inflicted by the unpaid justices. In one town, the local magistrates give a month for casual ward offences, while the stipendiary generally gives only seven days, consequently the workhouse authorities, if possible, take proceedings on the days when the local magistrates are sitting; in another town, on the other hand, although much the same sentences are given by the stipendiary and the local magistrates, the former is much more apt to convict than the latter, as he confines himself to the question whether the vagrant has refused to perform his task or not.

Meats, 1051.
Simpson, 1093.
Hutton, 3977.
Fleming, 4914.
Roberts, 5540.
Loch, 8584.

Burgess, 2455.

Curtis, 2743.

187. The same absence of uniformity appears to exist in the decisions of the magistrates sitting in the Metropolitan police courts. The superintendent visiting officer of the London vagrant wards said :—

Simmons, 3425-7

“A man tears up his clothes and he goes before a certain magistrate and gets three days perhaps; at the most seven. He will go before another magistrate in the Metropolis and he is bound to get a month; if it is his second time he will get three months.”

In dealing with cases of begging, there seems to be even more variation on the part of the magistrates. While some give fourteen days to a month, others discharge the man on his promising to leave the town. It is hardly necessary to say that, in places where no sentence is given, the police cease to bring cases of begging before the magistrates, and the offence continues unchecked.

Fleming, 4909.
Loch, 8752.
Parr, 11058.

188. *Short Sentences.*—The great majority of the sentences given for vagrancy offences are for fourteen days or under. Thus in 1904 the imprisonments for begging and sleeping out were 16,626 and 6,219; of these no less than 13,831 and 5,198 were sentences of fourteen days or under. The judicial statistics do not show separately how many sentences of seven days or less are given, but it would seem from the information before us that the large majority of these short sentences do not exceed seven days.

Appendix XVIII

189. The evidence we have received shows conclusively that from any practical point of view it is impossible to defend a sentence of a few days. That it is in no way deterrent to the vagrant is the opinion of all the witnesses. Mr. Fenwick, Metropolitan police magistrate, said that his colleagues at Bow Street, Sir Albert de Rutzen and Mr. Marsham, agreed with him that sentences of three, five, or seven days are of no use at all. He added: “no case occurs to my mind in which a three days’ sentence would be of the slightest use at all.” And, if the short sentence does no good, it certainly may be harmful. A few days in prison, so far from reforming the vagrant, may turn him out worse than when he entered, and for the tramp who is addicted to drink the few days’ incarceration is perhaps the worst thing that could happen to him. Sir Andrew Clark, in his evidence before the Inebriates Committee of 1892, expressed the opinion that in the case of an inebriate the short sentence aggravated the habit of drunkenness. Mr. Torr, a Lincolnshire magistrate, in giving evidence before us, said :—

Motion, 6530.

Fenwick, 10629,
10689, 10694.

Armstrong, 3105

Torr, 10162.

“The short sentence diminishes what little self-respect he has got; it does not teach him any single thing; he comes out rather bitter against the world.”

190. An objection to short sentences, which was brought out by the evidence, is the great cost which they involve. In each case there is the conveyance of the man to the court and then to prison; if he is remanded, there is the double journey to the court, and often the prison is at a considerable distance. A policeman has to be told off to accompany the prisoner; the travelling expenses incurred often amount to a considerable sum, and in addition the constable's time is wasted. The cost of conveyance is as great in the case of the sentence for a few days as when the sentence is for a long period, and, in the case of a man who is repeatedly imprisoned for begging as he passes from county to county, it becomes a burden wholly out of proportion to any benefit to the community. Two vagrants quoted in Mr. Torr's evidence, who received a series of convictions in Lincolnshire cost, in travelling expenses alone, £12 and £16 10s. Another objection to the present system of short sentences is that it crowds the prisons, rendering administration difficult and proper classification almost impossible.

191. We have heard from several witnesses that the vagrant deliberately commits offences in order to obtain a short imprisonment. Sometimes his object is to get sent to the county prison, and thus helped on his way. Thus, a man leaving London to go through Essex to Ipswich might commit some small offence, in order to be sent to Chelmsford gaol, some twenty miles on his journey, and on reaching the borders of Suffolk another offence would ensure his conveyance to Ipswich. And innumerable cases are reported where the object is to get a few days' rest in prison. It must be remembered that prison is not distasteful to the vagrant; often he is only too glad to get the warmth and comfort of the prison cell after some days on the road.

192. The short sentence is very ineffective in getting work out of the prisoner. A three days' sentence means only one day's imprisonment, for the day of admission and the day of discharge each count as one day; and if the man refused to do any work there would not be time to punish him by reducing his diet. A seven days' sentence given on a Monday means release on the Saturday morning, leaving only four clear days in prison; and though when given on any other day than Monday, it involves five clear days in prison, one of these will be a Sunday on which no labour is enforced. The short sentence, in fact, causes the maximum amount of trouble to the police, the magistrates, and the prison authorities, is very costly and effects no useful purpose. That it does not deter is clear from the fact that offenders come up again and again for a similar sentence, and the lists of convictions of certain men, given in the Appendix, afford strong confirmation of this.

193. The Prison Commissioners in their Report for the year ended 31st March, 1905, observe that the large increase in the number of offences by vagrants

"must furnish material for grave reflection whether successive commitments to prison for short sentences, not as a rule exceeding 14 days, is a proper or even a reasonable remedy for the grave social malady which this continuous increase of commitments for offences against the vagrancy laws connotes";

and they quote reports from prison officers on the subject. The governor of Ruthin prison observes:—

"No incorrigible rogues have been received from quarter sessions, the committals being confined chiefly to about three petty sessional divisions, whose sentences for vagrancy are usually of 7 or 14 days duration. These prisoners are nearly always lazy and indolent; they invariably apply for aid from the Discharged Prisoners' Aid Society, an institution they all appear to take interest in, and this class of prisoners are responsible for nearly all the reports and punishments inflicted for idleness. I am of opinion that some system of dealing with this evil should be adopted with a view of a more uniform punishment. The present plan of inflicting short sentences in one district, whereas in another vagrancy is not looked upon as an offence, is worse than useless, and leniency towards these offenders is a mistaken kindness."

The governor of Wakefield prison remarks :—

“As regards the increase of vagrancy it is evident that the proper treatment of the tramp or habitual vagrant is daily growing more important, and as governor of a prison one is struck with the small effort made by the authorities to put the existing machinery of the law in operation against it, and have habituals committed for considerable terms as incorrigible rogues. The characteristics of the tramp are apathy, idleness, and distaste for continuous effort, the rational treatment for which would seem to be regular life, discipline, and the habit of continuous work. Instead of this, one finds tramps almost daily and repeatedly committed for varying terms of from 2 to 14 days. From my personal observation of this class of prisoner I am convinced that short sentences are not only futile as regards any punitive effect, but they are even demoralising and almost encourage and foster vagrant tendencies of life.”

194. *Minimum Sentences.* We have received suggestions that a minimum sentence should be fixed for vagrancy offences, and there is much to be said in favour of this. Most of the witnesses agreed that no sentence of less than fourteen days could be of any use to a prisoner of the vagrant class, and some urged that nothing less than a month should be given. Mr. John Hutton, M.P., who for many years has been chairman of quarter sessions for the North Riding of Yorkshire, said, “I consider if a man has not committed an offence worthy of twenty-eight days’ imprisonment you must forgive him a first fault, or a second, or even a third, fault. . . . I would certainly legislate to prevent any person of any kind or description being sent to prison for less than 28 days.” Simpson, 1103.
1119, 1122-26.
Loch, 8758.
Hutton, 3983-4.

195. In 1879, minimum sentences were practically abolished, except that a saving was kept for fines under the Militia and Volunteer Acts. Since that date, however, provision has been made for minimum sentences in some few cases. The great objection to minimum sentences which existed prior to 1879 was removed by the Summary Jurisdiction Act of that year, which enables magistrates either to find a person guilty but discharge him with a caution, or not to convict him at all, if they think the offence is too trivial to merit punishment. The question of re-establishing minimum sentences generally is beyond the scope of our inquiry, but, so far as vagrancy offences are concerned, we are convinced that there would be great advantage in providing that no sentences of a few days only should be given. At the same time we feel the force of the view urged by Sir John Dorington and Mr. Fenwick that there would be considerable objection to taking away the discretion of the magistrates. Sir John Dorington said that by doing away with the short sentence “you do away with the discretion of the justices. . . . I should be very loth to introduce a new principle of leaving justices with no discretion.” As regards a minimum sentence for vagrancy, Mr. Fenwick said, “I should be opposed to that altogether; I would rather leave it to the absolute discretion of the magistrate. I know of no class of cases in which the circumstances vary more than in these cases. . . . You must remember that occasionally a man comes up after he has been in custody on remand for seven days. Seven days’ imprisonment after that gives him fourteen days’ detention. I would not like to hamper a magistrate in his discretion. . . . I am in favour of leaving the discretion to the magistrates, and I cannot suggest any means of compelling them to give more than in their discretion they think the man ought to receive.” Simpson, 1103.
Dorington, 4325.
Fenwick, 10647-8.
10691.

196. Although we are not prepared to dissent from the general views expressed by these witnesses, we are so fully convinced of the futility and needless expense of the short sentence that we consider it necessary to urge that in any case where the magistrate deems it expedient to give a sentence of less than fourteen days for a vagrancy offence the sentence should be for one day only. Mr. Fenwick agreed as to the advantage of the one day sentence over the three days’ sentence, and said that the former was frequently given at Bow Street. A sentence for one day means that the prisoner is detained until the rising of the court and then discharged. Under our proposal this sentence would be a conviction; the conviction would be recorded, and the offender could be warned by the court that on his second or third conviction he would be imprisoned for a considerable 10689.

Fenwick, 10711. period or, if our later recommendations are accepted, he could be committed for a still longer period of detention in a labour colony as an habitual vagrant. Procedure on these lines would avoid much of the expense and trouble caused by the present practice, and would be far more effectual in checking vagrancy offences, and we consider it a most necessary part of the scheme which we propose for dealing with habitual vagrants.

The Vagrant in Prison.

197. It has been made clear to us in the course of our inquiry that whatever sentence is given, imprisonment under present conditions is an inadequate mode of dealing with persons convicted of vagrancy offences. We have dealt already with the objections to short sentences of imprisonment, but we are convinced that even with longer sentences prison treatment is in most cases wholly unsuitable for persons of this class.

Appendix XI.
and XVI.

198. We print in the Appendix the records of some habitual offenders which show that to them prison was no deterrent even when sentences up to twelve months were given. There is abundant evidence that the habitual vagrant comes up again and again for sentence undeterred by any punishment that can be given him under existing conditions. A certain class of vagrant even shows a desire for imprisonment, and will often commit some offence, such as refusing to do his task in the casual wards, tearing up his clothes, or breaking a window, with the express object of being sent to prison. The chaplain of Northallerton prison reports that—

Hutton, 3982.
Barneby, 4200.
Poulton, 4682.

“the professional tramp is the most hopeless class of prisoner met with. He looks upon H.M. prison as a house of rest and refreshment, and uses it freely for such purposes, deliberately committing offences in order that he may be sent there. Prison discipline seems to have no terror for such men. Some other method must be devised for dealing with them or they will be an increasing quantity.”*

199. Many tramps openly declare that they prefer prison to the casual wards, and there is a widespread opinion that this is no mere pretence on their part. We find that it is no new thing for the vagrant to want to go to prison. Thus in 1848, when casual wards were merely rough shelters with no discipline and very little work, Sir John Walsham, a general Inspector of the Poor Law Board, reported that vagrants assigned as a reason for refusing to work that they wished to lay up for a fortnight during the winter in gaol. He said :—

“It is now, I apprehend, becoming a system with the vagrants to pass away the cold months by fortnightly halts in different gaols In the summer months vagrancy is a pleasanter occupation, and then they find the workhouses such convenient lodging-houses or hotels that they behave better; nevertheless, work is their special aversion; and in most of my workhouses they are set to work, whilst in Ipswich and other gaols work has been abandoned. . . . It appears to me that there ought to be some special mode of dealing in prison with vagrants committed for refusing to work and damaging or destroying the property of the establishments where they are lodged and fed.”

In the same year Mr. Hawley, another Inspector of the Poor Law Board, reported that a more rigid system of prison discipline ought to be established—

“since it is obvious that any coercive system out of doors must fail when it is known that resistance to it will secure to the refractory offender easier employment, a more liberal diet, and greater general comforts within the walls of a house of correction.”

Again another Inspector, Mr. Boase, said :—

“The most frequent act which incurs the interference of the police with tramps is window breaking, for which numbers are committed from almost every union workhouse; and the opinion among officers who are connected with them is almost unanimous that the object of this offence is to obtain a short imprisonment. Tearing clothes is another act for which they are frequently punished, and for which they appear to have an additional motive—to get a better suit of clothes.”†

200. In 1866 another series of reports by the general Inspectors of the Poor Law Board showed that the same desire for prison was then entertained by

* Report of the Commissioners of Prisons for the year ended 31st March, 1905.

† Reports and Communications on Vagrancy (1848).

vagrants, and Mr. Cane, one of the Inspectors, advised workhouse masters not to prosecute vagrants since it was their wish to go to prison. Lieut.-Colonel Isaacson, governor of Manchester prison, said that the preference for prison was an old story; he had heard of it for twenty years. Isaacson, 9065.

201. The complaints which are now made of prison not being deterrent to vagrants are therefore no new thing, and the difficulty is probably inherent in any prison system. It cannot be doubted that the general conditions in the modern prison are superior to those to which the ordinary tramp is accustomed; the food is good and plentiful, the cell is clean and well warmed and lighted, and the work is not heavy. On the other hand, it is difficult to estimate how far he is affected by the loss of liberty and the rigid enforcement of discipline which a sentence of imprisonment entails. His standard of comfort is certainly much lower than that of the average prisoner. Indeed, Dr. Parker Wilson, medical officer of Pentonville prison, said that the vagrant prisoner has no idea of comfort and is the lowest type of prisoner. Preston-Thomas, 336. Mitchell, 1839-42. Curtis, 2635. Hutton, 3927. Poulton, 4714. Simpson, 1140. Wilson, 9282-3.

202. It has, however, been so frequently suggested that conditions in prison have improved of late years, and that the recent increase in the number of convictions for vagrancy and similar offences is due to this improvement, that it may be well to consider this question more closely. It appears that the only changes in prison conditions which have taken place of late years which would affect prisoners of the vagrant class are (a) in diet and (b) in labour.

203. *Prison Dietary*.—As a result of the recommendations of the Prison Dietaries Committee of 1898 considerable improvements were made in the diet in prisons. So far as regards the dietary for the first month in the case of sentences not exceeding four months, the changes came into force on the 21st April, 1899. Under the previous dietary, a prisoner sentenced to not more than a month received for the first seven days eight ounces of bread for breakfast, eight ounces of bread for supper, and one-and-a-half pints of stirabout (made of Indian meal) for dinner. The new dietary added a pint of gruel for both breakfast and supper, and for dinner, instead of the stirabout, gave eight ounces of bread each day, in addition to one pint of porridge three days a week, eight ounces of potatoes twice a week, and eight ounces of suet pudding twice a week. Clayton, 733.

204. This was the main change introduced in 1899, though a slight improvement was also made in the diet for the rest of the first month where the sentence did not exceed four months. In September, 1901, a revised dietary was introduced for all classes of prisoners. This did not alter the diet for the first seven days of sentences not exceeding four months, as settled in 1899, and though the changes it introduced were more extensive in their application they are not so important for our present purpose as those introduced in 1899. We print in the Appendix a list of the dietaries showing (a) that in force at the present time, (b) that established in April, 1899, and (c) that in force before April, 1899. Appendix XXX.

205. There is a special diet for the day of reception in prison, which has been in force since 1892. It is as follows:—breakfast.—bread, 8 ozs.; cocoa, 1 pint: dinner—bread, 12 ozs.; cooked meat preserved by heat, 4 ozs.: supper—bread, 8 ozs.; porridge, 1 pint. In most cases the vagrant does not reach prison in time to get the breakfast or dinner of this special diet; he usually gets only the supper, but if he does not get the dinner in prison, he would receive a mid-day meal from the police. We were informed by the Prison Commissioners that out of 1,343 vagrant offenders admitted to prison during a given fortnight, only 356 arrived in time to receive the dinner prescribed for the day of admission. Appendix VII.

206. It is clear that the diet in prison is better than that commonly given in casual wards. Mr. Preston-Thomas sets out in his evidence the difference between the two diets. It must be remembered, too, that as a rule prison food is better cooked. We are not prepared to defend the diet generally given to casual paupers as being adequate. Indeed we Preston-Thomas, 336.

suggest that it should be improved, but it is not contemplated that a man should have continuous recourse to this diet, while that given in prison is fixed for longer periods and different conditions.

207. *Prison Labour*.—It has also been contended that the labour in prison is less severe than the casual ward tasks. As will be seen from the Appendix, the tasks most common in casual wards are stone breaking, oakum picking, wood cutting and digging. Refusal to perform these tasks renders a casual pauper liable to imprisonment with hard labour. Prosecutions for refusing to perform the task are very numerous; in London in 1904 there were no less than 682.

208. "Hard labour" in local prisons now consists of coal sack or coal bag making, oakum picking, stone breaking, wood chopping, mat making, and heavy ship fender making. Before 1898 in 40 of the 54 local prisons hard labour included the treadmill and the crank, but these forms of labour were abolished during 1900 and 1901 in 26 prisons, or two-thirds of the number where this labour was previously in force, and since 1901 have been abolished in all but one of the other prisons. This change was the result of the recommendation of the Prisons Committee of 1895 who advised that unproductive labour, under which term they included all purely mechanical work on cranks or treadwheels, should, except as a punishment, be entirely abolished wherever possible. The principle they adopted was that the labour ought to be both deterrent and reformatory, but they recognised that "if the crank and treadmill are abandoned, hard labour of the 1st class will be difficult and usually impossible to provide," and they recommended that every effort should be made to find work which would be a fitting equivalent. Sir John Dorington, M.P., who was a member of that Committee, in his evidence before us stated as follows:—

"We said that there was a great objection to the treadmill and the crank, but the question was what was to be substituted for them. If the crank and the treadmill were abandoned, hard labour of the first class would usually be confined to picking oakum in a solitary cell, the cell itself being far superior in every way to a tramp cell and still more so to an associated tramp ward. The treadmill and the crank having been done away with, there is, in my opinion, no adequate hard labour for persons under short sentences in prisons. The prisons are very well conducted as regards the prisoner with a longish sentence, but I think for prisoners with a short sentence and the vagabond prisoner you have made your prison too comfortable I do not know that I am entitled to say so, but I think the prison authorities made a great mistake in abolishing all forms of hard labour."

209. Dr. Parker Wilson, medical officer of Pentonville prison, said:—

"There is no such thing as hard labour; hard labour is a term used in the present day, but the thing itself is absolutely obsolete"

and added that there was now no hard labour which involved physical exertion. On the other hand, he stated that from his experience of prisoners nothing was deterrent, and that severity in task would not tend to reduce the number of admissions. The object of the task, he considered, was merely disciplinary. He did not think that the treadmill was more deterrent than oakum picking or sack making, and Colonel Isaacson expressed the opinion that oakum picking in confinement was a heavier punishment than the treadmill.

210. The "hard labour" given at Pentonville prison consists only of oakum picking and sack making. It appears that the work varies in different prisons; stone breaking is not much in force owing to the difficulty of disposing of the stone, and the same remark would apply to wood cutting. The most general tasks for short sentence prisoners with hard labour seem to be coal sack making and oakum picking. The former is done for the Admiralty, but this work is not always available. "Hard labour," indeed, appears to be merely a technical term which bears little relation to the facts of the case, and it seems to us that there would be advantage if some other expression which was less misleading could be adopted.

Appendix XIII.

Dorington, 4315,
4436.

Wilson, 9235-8.

9269-73.

Isaacson, 9153.

211. As we have said, large numbers of casual paupers are committed to prison for refusing to perform their tasks in the casual wards. In any case of doubt, it is the general practice for the guardians to obtain from their medical officer a certificate as to the man's fitness for the work before any proceedings are taken, and this certificate is produced to the magistrate. On arrival at the prison the offender undergoes a medical examination which is intended to test his fitness for any kind of "hard labour." If the man is deemed unfit for the hardest form of "hard labour," he would be certified as unfit for any hard labour. In some prisons he might be put on oakum picking, although a less quantity would be given to him, or he would be given light work of an industrial kind, such as wool or cotton picking or pea sorting. Dr. Wilson pointed out to us that a certificate of fitness for hard labour would involve liability to be put to any form of it. Major Clayton stated that 50 per cent. of the prisoners are certified as unfit for hard labour. As the vagrant is seldom wholly sound in body, he therefore stands a good chance of escaping any heavy labour when in prison.

Howe, 2210.
Curtis, 2755.

Wilson, 9320.
Clayton, 783.

212. There is no doubt that the conditions under which work is performed are less unpleasant in prison than in the casual ward; the cells are larger, better lighted, and better ventilated, and even assuming that the work is equally severe in prison, there is good reason to suppose that a man would prefer as a change the prison task. It is to be observed, also, that in the case of the short-sentence prisoner there is little opportunity of enforcing work in prison, and, as we have already pointed out, no work is done on the day of admission or the day of discharge, both of which count as part of the sentence. On the whole it seems clear to us that prison labour under present conditions is not deterrent to the vagrant offender, and certainly affords no adequate punishment for the man who has refused to perform his task in the casual wards.

Curtis-Hayward, 1618.
Hutton, 3927
4120.
Barneby, 4199.

213. *Suggestion of Prison Commissioners.*—In their Reports for the last few years the Prison Commissioners have drawn special attention to this matter. In the Report for the year ended 31st March, 1903, they say:—

"the only opinion that we can form after careful consideration of the matter, is that a remedy for the above preference of prison to workhouse treatment on the part of that large class of wastrels and ne'er-do-wells, who hover on the borderland between the two, is by the adoption, by the workhouse authorities, of a uniform scale of dietary and task, which shall not be less favourable than the standard adopted, after full inquiry, for persons convicted of crime."

By "workhouse" the Commissioners no doubt intend to refer to casual wards: the vagrant class are not received as ordinary inmates in the workhouse, and, so far as we are aware, no suggestion has been made that the diet in workhouses is insufficient or the work performed by the ordinary pauper too severe. But as regards casual wards we are fully aware, as we show elsewhere, that there is at present little uniformity in diet and tasks. We fully recognise the necessity of uniformity in these matters, and have made suggestions with a view to securing this result. We cannot, however, accept the suggestion of the Prison Commissioners that the diet and tasks given to the vagrant in the casual wards should necessarily be not less favourable than the diet and tasks now given in prison. As the Commissioners point out in the Report referred to, the present prison dietary and tasks were not specially devised to deal with the vagrant class, but to meet the needs of "prisoners of different classes, characters, professions, and physique," and they contend that these conditions should not be altered to meet—

"the special case of a few ne'er-do-wells who have lost all sense of self-respect, and to whom it is a matter of indifference whether they spend a few nights in a workhouse, a prison, or a barn."

214. *Effect of recent Prison changes.*—In considering the suggestion, to which reference has been made above, that the recent improvements in prison conditions have been to a certain extent the cause of the increase in vagrancy offences during the last few years, it is to be remembered that an improvement took place in diet in April, 1899, and a further improvement in September, 1901,

Farrant, 10426.

Preston-Thomas, 349-60.

Appendix XX.

Farrant, 10355.

Preston-Thomas, 366.
 Curtis-Hayward, 1648.
 Mitchell, 1980.
 Howe, 2355.
 Burgess, 2463.
 Thompson, 2929.
 Dorington, 4317, 4445.
 Torr, 10265, 10310.

and that the abolition of the treadwheel and crank was carried out during 1900 and 1901. Figures and diagrams are printed in the Appendix as to prosecutions for vagrancy and other offences. These show a continuous increase since 1900. It must be borne in mind that during this period there has been a considerable increase of vagrancy, while, as already stated, the number of prosecutions for vagrancy offences at any time is a matter almost entirely dependent on local action. It is probable that the close of the South African war, and the period of trade depression which followed, are partly responsible for the increase in vagrancy offences, but the increase in prosecutions for these offences is more marked and extends over a longer period than any other fluctuation that is to be found in the figures available since 1857.

215. The evidence we have received shows that there is a general opinion that prison conditions have recently improved and the vagrant no doubt shares this opinion. On the other hand, except as regards the small class of children under the age of seven years, whose diet was improved in 1897, there has been no general alteration in diet in the casual ward regulations since 1882; and it seems to us difficult to avoid the conclusion that prison has in the last few years become even less deterrent to the vagrant than it formerly was.

216. *Conclusion.*—The view to which the above considerations point is that prison is not the proper place for punishing vagrant offenders. This seems to be the view of the Prison Commissioners, for in their Report for the year ended March, 1905, they say that—

“the elaborate and expensive machinery of a prison, whose object is to punish and at the same time to improve by a continuous discipline and applied labour, cannot fulfil its object in the case of this hopeless body of men who are here to-day and gone to-morrow, and who, from long habit and custom, are hardened against such deterrent influences as a short detention in prison may afford.”

It is evident that short periods of imprisonment are useless for dealing with this class, while sufficiently long periods could not be given without injustice. If it is not possible to render prison conditions deterrent to vagrant offenders, then it is clear that other treatment should be provided for them. And this seems an unanswerable argument in favour of the recommendation we make in the following chapter for the establishment of labour colonies for the detention of habitual vagrants.

Habitual Vagrants.

217. Under the Vagrancy Act, 1824 (5 Geo. IV., ch. 83), courts of summary jurisdiction have already very considerable powers for dealing with habitual vagrants. Thus, any person begging or refusing to maintain himself is to be deemed an “idle and disorderly person,” and is liable to imprisonment for one month. On a second conviction, the idle and disorderly person becomes under the Act a “rogue and vagabond” and is liable to a sentence of three months; while on a third conviction the rogue and vagabond becomes an “incorrigible rogue” and may be committed to prison, there to be put to hard labour until the next quarter sessions, when he may be sentenced to further imprisonment with hard labour for a period not exceeding a year, and may also be punished by whipping. It appears that though practically all habitual vagrants are qualified to be treated as incorrigible rogues within the meaning of the Act, few are actually dealt with in this manner. This seems to be chiefly due to the difficulty of identifying the man and proving his previous convictions. By moving into another district the vagrant practically escapes all chance of identification and is able to pose as a first offender. Even in cases where the previous convictions of the vagrant are known there is often a reluctance on the part of the magistrates to avail themselves of the powers conferred on them.

Buchanan, 11074.

Fenwick, 10617.

218. In London the number of persons dealt with as incorrigible rogues is greater because there is a better system of identification due largely to the excellent work of the London Mendicity Society, which has established records of thousands of London beggars. Last year, at Bow Street, out

of 339 persons convicted of begging 9 were sent to quarter sessions and dealt with as incorrigible rogues. At all the police courts in London in the same year the persons convicted of begging numbered 3,019, and of these 134 were treated as incorrigible rogues.

219. As a rule outside London it would appear that the person who is treated as an incorrigible rogue is a man who has committed repeatedly some offence under the Vagrancy Acts other than begging, as, for instance, exposing his person. It is difficult to say why the more severe procedure is not resorted to more frequently in the case of habitual vagrants whose antecedents are known to the police. It may be that magistrates feel that prison under present conditions is not the right place for this class of offender, and we are inclined to think that if the detention were to be undergone in some other form of institution the disinclination to put the Act in force would be considerably lessened. Hutton, 4040.
Peacock, 7897
Fenwick, 10704

220. The absolute necessity of some other mode of dealing with persons of this class is fully shown by the evidence; prison, as we have already pointed out, is no deterrent to them, and they come up again and again for sentence with surprising regularity. The lists we print in the Appendix of the convictions of certain men establish the fact that there is a class whom no sentence under the existing law deters. For instance, in the case of J.R. it will be seen that in ten years he was sentenced eight times to terms of twelve months' imprisonment as an incorrigible rogue in addition to several shorter sentences. And there are many other cases like his. Of this class of man Mr. Fenwick says:— Appendix XI.
and XVI.
Simmons, 3322.
Buchanan, 11098
Fenwick, 10726.
10614.

"With regard to that man I think it is desirable that some means should be devised either by sending him to a penal workhouse or labour colony—I do not care by what name you call it—by which he could be checked by detention, and placed in such a position for some considerable period so that he can no longer prey upon society and set a bad example to others. . . . reform him if you can, instil into him habits of work if you can, but keep him under restraint somewhat in the way you do the habitual drunkard."

The evidence we have received is overwhelmingly in favour of increased powers of detention for habitual vagrants.

221. Our view is that means should be provided to allow of the habitual vagrant being dealt with otherwise than under the Vagrancy Act, and that as far as possible he should be treated not as a criminal, but as a person requiring detention on account of his mode of life. This is the principle which governs the system adopted in Belgium under the law of 1891. For this purpose we propose that a class of habitual vagrants should be defined by statute, and that this class should include any person who has been three or more times convicted during a period of, say, twelve months of certain offences now coming under the Vagrancy Act, namely, sleeping out, begging, refusing to perform task of work in casual wards, or refusing or neglecting to maintain himself so that he becomes chargeable to the poor rate.* It will be seen that we do not propose to create any new offence, and that under the existing law this class could be dealt with as incorrigible rogues. Under this proposal a means is provided of enabling the poor law authorities to deal with the class of "ins and outs" who now cause considerable trouble in workhouse administration. Torr, 10185.
Appendix XXI.

222. We suggest that persons coming within this definition should be committed by a petty sessional court to quarter sessions or assizes, and there dealt with in the same way as the incorrigible rogue, with the exception that the sentence should be committal to a labour colony for a term not exceeding three years. In the following chapter we make recommendations for the establishment of labour colonies, but we realise that institutions of this sort may not always be available for the reception of habitual vagrants from a particular county. To meet any such cases we think it desirable that the Hutton, 4014.
Dorington, 4326
Fenwick, 10641,
10670.

* Under Section 3 of the Vagrancy Act, 1824, as amended by section 3 of the Poor Law Amendment Act, 1849, every person who being able wholly or in part to maintain himself and his family wilfully refuses or neglects to do so, so that such person or any of his family whom he is legally bound to maintain becomes chargeable to the poor rate, is to be deemed an idle and disorderly person.

power which already exists of treating persons of this class as incorrigible rogues should be resorted to, and we suggest, therefore, that the provisions in the Vagrancy Act should be retained and looked upon as an alternative to the new procedure we have recommended. We are, however, strongly of opinion that the labour colony, and not the prison, is the proper place of detention for these persons.

223. It may be observed that at present the incorrigible rogue is kept at hard labour after committal by petty sessions until the next quarter sessions, which may, outside London, be for any period up to three months. No doubt this period of detention is taken into consideration by quarter sessions in determining the length of sentence they will impose. If habitual vagrants are dealt with as we propose there may be a similar period between petty sessions and the quarter sessions or assizes, but we think it will be desirable that habitual vagrants awaiting sentence should not be committed to prison where they would be treated as ordinary offenders, but should be sent temporarily to a labour colony in cases where one is available, if the interval after petty sessions is sufficiently long to justify this course. If the interval is only a short one, it may be possible for the police authority to arrange for the offender being sent temporarily to some casual ward under their control if proper arrangements can be made for his reception.

224. *Identification.*—As we stated above, the difficulty of identification has hitherto proved a great obstacle in the way of any effective dealing with habitual offenders of this class, but this difficulty can now be surmounted by means of finger-prints. At present in the Habitual Criminals Registry at New Scotland Yard accurate records are kept of over 70,000 persons, and we are informed that it would be possible in a similar manner to keep records of all persons convicted of vagrancy offences. We propose that after each conviction a person should be finger-printed and the result sent to a central office. We think that, on the whole, it will probably be found more convenient to keep the habitual vagrants register separate from the habitual criminals register, but we express no positive opinion on this point. It would be necessary on a person being charged for the magistrate, if satisfied of the justice of this course, to remand him for a few days to enable the information as to any previous convictions to be obtained from headquarters. We realise that on the first adoption of this system some slight inconvenience would be caused by the remanding of practically every person charged with a vagrancy offence, but we believe that the results obtained would be sufficient to justify any trouble thus occasioned.

CHAPTER VII.

LABOUR COLONIES.

225. For many years there has been a growing conviction in this country that new methods are necessary for dealing with habitual vagrants, and during the last few years the rapid increase in the number of vagrants has quickened the public interest in the matter. The report on the Belgian colony at Merxplas, which was issued by the committee appointed by the Lindsey quarter sessions in 1903, received approval on all sides, and has resulted in a general demand for the establishment of similar institutions in this country. A large number of local authorities and courts of quarter sessions throughout England and Wales have addressed memorials to the Secretary of State and the Local Government Board in favour of the establishment of labour colonies for vagrants and increased powers of detention; frequent Poor Law conferences have passed resolutions to the same effect, and the public press has urged the necessity of action of this nature.

226. In view of these strong indications of popular opinion we have considered that one of the main points referred to us for consideration was the question of the desirability of establishing places in this country specially adapted for the detention of persons of the vagrant class. We have accordingly heard many witnesses on the subject and have visited several institutions of this character, and have in other ways collected much information bearing upon the question. Mr. Preston-Thomas, who specially visited the Swiss labour colonies in 1903 and wrote a valuable report on them, described to us the system in force in Switzerland. At the beginning of last year he also visited, at our request, the Swiss colony at Lucerne, as well as a small German colony established at Munden in Hertfordshire. Mr. W. H. Dawson gave evidence on the labour colonies in Germany, which have also been visited by a member of the Committee. The Dutch labour colonies were described to us by Mr. H. G. Willink, whose work on the subject is well known.* We received information regarding the Belgian system from Mr. Willink, Mr. Torr, and other witnesses, and the colonies of Merxplas and Wortel were personally visited by several of our number. Witnesses have also referred to the institutions used for a similar class in France and Denmark. † We received evidence with regard to the farm colony which the Salvation Army has established at Hadleigh in Essex, and the colony of the Christian Social Service Union at Lingfield in Surrey, and we also visited those institutions. We inspected the colony at Laindon, Essex, which is used by the Poplar guardians as a branch workhouse, and the colony at Hollesley Bay in Suffolk, which was started in 1905 by the London Central Unemployed Committee.

Appendix XVII.

Preston-Thomas, 8440.

Loch, 8742-3.
Hutton, 3989-4006.

227. The establishment of labour colonies is not a new proposal. Institutions for the reception of beggars and vagrants were to be found at an early date. In the 16th century houses of correction for vagrants were set up in this country, and at the end of that century and the beginning of the next similar institutions were established in different parts of Europe for the detention for long periods of habitual vagrants. Reference may be made to the experiments of Sir Benjamin Thompson (better known as Count Rumford) towards the end of the 18th century. This famous philanthropist dealt with the plague of beggars that infested Bavaria, by setting them to work in workshops established by him. For a time his scheme met with considerable success.

Willink, 8938.

We will proceed to give some account of the more important labour colonies.

Holland.

228. In 1818, General Van den Bosch established in Holland, under royal patronage, a charitable organisation, the "Society of Beneficence," for

* *The Dutch Home Labour Colonies* (1889).

† A full account of the foreign labour colonies will be found in two Reports, issued by the Board of Trade in 1893 and 1904, on "Agencies and Methods for dealing with the Unemployed."

employing the poor on the land. This Society acquired colonies in Holland, and established others at Wortel and Merxplas in Belgium. The Dutch colonies consisted of free colonies, and beggar colonies for the repression of mendicity. The *Free Colonies* were intended for the reception of indigent persons. Men, with their families, were settled on the land as small farmers or labourers, in order to be fitted to earn their living independently. The expenses were defrayed by subscriptions and the intention was to give temporary assistance, but it was found that persons entering the free colonies remained there, very few fresh cases were received, and the scheme does not appear to have been very successful. The Society still maintains the free colonies. There are three of these, viz., Frederiksoord, Willemsoord and Wilhelminasoord, which form practically one colony, but the number of inmates is decreasing. In 1827 the population was 2,179 ; in 1873, 2,007 ; in 1887, 1,796 ; and in 1902, 1,460.

Willink, 8867.

229. The *Beggar Colonies* were intended for the compulsory detention of persons of the vagrant class. The chief colonies were at Ommerschans, Veenhuizen, and Merxplas. Under the Society severe discipline was maintained, and the colonies were penal rather than reformatory. Mr. Willink thus describes the colonies :—

8872.

“The idea was that the man would be able to earn enough in the institution to support himself, and to learn something which would be useful to him when he went out. The idea was at first that it should be principally agriculture, but by degrees they found that it was more and more necessary to introduce other things besides agriculture ; and it was found also that the ends did not meet, and they got more and more in debt to the State which advanced them money, and then they manufactured articles for the State, uniforms for the Army, and sacking and all sorts of things, and finally they got into a very unsound financial condition and the State took them over stock, lock and barrel.”

In 1859 the Society handed over the beggar colonies to the Government. The institution is now concentrated at Veenhuizen, where, on some 3,000 acres of land, between 3,000 and 4 000 men of the vagrant class are detained. Persons convicted of certain offences (one being public begging) are committed by magistrates for a term of detention of not less than six months and not more than three years. There is a separate institution of the same kind for women at Hoorn.

230. Professor Mavor, in the Board of Trade Report of 1893, states as regards the inmates of the beggar colonies :—

“All of them have been convicted of begging ; a very large proportion are confirmed beggars. The type of men is similar to that which may be found in Merxplas and in the German ‘Corrections-Anstalten.’ They appear to be fibreless and irresponsible to an extreme degree. . . . Forestry, agriculture, and gardening are the employments of the colonists. Though prisoners, they enjoy a certain amount of freedom within the limits of the colony, they have an allowance for wages, and receive the unexpended balance of these on leaving. The method of administration is similar to that of Merxplas, in Belgium.”

Belgium.

231. At the establishment of the separate Kingdom of Belgium in 1831, there were in existence in that country six “*Dépôts de Mendicité*” for the compulsory detention of persons of the vagrant class. There were also the two colonies established by the Dutch Society of Beneficence, at one of which, Merxplas, able-bodied mendicants were detained and forced to work, while the other, Wortel, was more of the nature of a voluntary colony. The Government for some years paid a subsidy to the colonies, but in 1842 they were closed. In 1870, however, the Government acquired the colonies for a sum of 800,000 francs and re-established them as institutions under State control ; they are now termed “*Colonies de Bienfaisance de L’Etat.*” The question of vagrancy seems to have given much trouble in Belgium, which has been called “the classic land of pauperism.” In 1891 the law on the subject was

consolidated after much discussion and strong opposition.* Under the law of 27th November, 1891, which came into force on 1st January, 1892, State institutions of two sorts were established, termed “*Dépôts de Mendicité*” and “*Maisons de Refuge*.” A translation of this Act is printed in the Appendix. Appendix XXI.

232. The “*maison de refuge*” is intended for the reception of men who from age or infirmity are unable to work, or who have been driven to begging or vagrancy by the want of work or misfortune. It is in fact similar to an English workhouse for the old and infirm, and it receives also men out of work who would be willing to work if they could get employment. There is power of detention for a period not exceeding one year. Destitute persons furnished with an order from their commune may enter voluntarily. The chief “*maison de refuge*” is at Hoogstraeten; for purpose of administration it is divided into two sections, called Hoogstraeten and Wortel, the latter being reserved for the able-bodied colonists.

233. The “*dépôts de mendicité*” are intended for the reception of able-bodied men who are professional beggars or live in a state of vagrancy, and also for certain other classes, such as inebriates, persons convicted of immoral offences, etc. The principal dépôt is at Merxplas. Persons are committed to a dépôt by a judicial authority (*juges de paix*) on summary conviction, for a period of not less than two years or more than seven years. The intention of the Act seems to be to treat habitual vagrants and beggars not as criminals requiring punishment, but as persons requiring treatment on account of their mode of life, and, in the words of the Act, they are placed “at the disposal of the Government.”

234. An account of the Merxplas colony is contained in the evidence given before us by Mr. Torr, and in the report to the Lindsey quarter sessions, of which he was one of the authors. It is also described in the two Reports issued by the Board of Trade. Some of the members of our Committee visited the colony, and carefully inspected the arrangements in force there. We have since been furnished by the director with statements giving interesting details as to the working of the colony. Extracts from these will be found in the Appendix. Appendix XXII.

235. The population of Merxplas on the 1st January, 1905, was 5,110. It has shown a steady increase since 1890, when it was 2,924. Most of the inmates are permanent residents: on the day of our visit only twenty of the colonists were there for the first time. The work of the colonists is land reclamation, farming, and the manufacture of all kinds of articles required in the colony. The industrial side is highly organised, and there is no difficulty in disposing of the products. At the time of our visit, mats, brushes, and portmanteaus were being made for the English market. We do not find, however, that there is any systematic industrial training at the colony; each man is employed at his own trade, and those who have no trade are set to work in reclaiming the land or in other unskilled labour. Although the colony does not teach trades it enables the colonists to retain and perfect their knowledge of their own trades. The money value of the work done by the colonists is considerable. A grant of about 6d. a day is made to the colony in respect of each

* During the discussion on the Bill in the Belgian Parliament, M. Woeste said — “It is said that these *dépôts de mendicité* are not prisons. In reality these depôts imply a *régime* much more severe, much more punitive for those who are detained in them, than the prisons. . . . If I approve of the proposal of the Government to prolong the period of detention . . . in these *dépôts de mendicité*, it is because I am convinced that those who might be disposed to become vagabonds will recoil from this extremity, that they will change their mode of life and acquire regular habits of labour. . . . In these severe measures I see this advantage, that the population of these *dépôts* would become less numerous, because those who might be sent there would recoil from the imprisonment the *dépôts* would inflict upon them. . . . I am of those who think that when workmen are out of work, when they search well they will end by finding it. While waiting until they do find it, it would appear that legal and private charity has to come to their relief. But I cannot admit that it offers any acceptable remedy to the painful situation in which they find themselves, to send them into the *dépôts de mendicité* or into the houses of refuge from which they emerge only to return.”

able-bodied inmate, paid in equal parts by the State, the province and the commune. With the help of this grant, the accounts show an excess of receipts over expenditure. This excess is applied to the cost of new buildings or the reduction of the rate of contribution. Practically everything required is made in the colony and all the buildings have been erected by the colonists. The produce of the land, however, is not sufficient for the colony, and large quantities of potatoes and cereals have to be purchased outside. The net annual cost of maintenance, including all expenses and payments to the colonists, is about £9 per head. A copy of the estimates of receipts and payments for 1905 will be found in the Appendix.

Appendix XXII.

236. The colonists can earn sums varying from 1d. to 3d. a day, according to the amount and quality of work done. One half of their earnings is retained by the management until discharge, while the other half is given to the men monthly in tokens to spend, if they like, at the canteen on articles of food, tobacco, etc. The canteen is managed by the colony, and articles there are sold at cost price. A statement showing how the colonists spend their money in the canteen is given in the Appendix. It will be seen that the articles most largely purchased are tobacco, bacon and lard.

237. Seven years is the maximum term of detention, but the average time is 16 months. Remission of the sentence can be granted by the Minister of Justice in any case where this seems desirable. A detachment of 150 soldiers is quartered at the colony, but we understood that their services have not been required, and that there is no difficulty in maintaining order and discipline among the colonists. In this regard the director attached considerable importance to the vegetable character of the food given. A table showing the dietary in force is printed in the Appendix.

Willink, 8908.

238. An objection urged against Merxplas is the lack of classification and the absence of religious influences. It seems clear to us that the discipline there has little or no active reformatory effect, and the constant association of so large a number of men of the vagrant class in these conditions cannot fail to have a deteriorating influence on the whole body. The director informed us that almost as soon as one period of detention was over the colonist was generally sent back to the colony for another term. In a memorandum with which he has kindly furnished us, the following passage occurs :—

“The same causes which led to the first entry act again soon after liberation and almost always provoke the same effects, which in the main are the return to Merxplas. The reformation ‘*en masse*’ of the colonists is then a Utopian enterprise, and it is only exceptionally that we can effect a rescue amongst the social wreckage which forms the basis of the population of the dépôt.”

10242.
Willink, 8903.

“Once a colonist, always a colonist” seems to be perfectly true of this institution. It would appear that the large majority of the inmates have reached their present position owing to drink. There is no doubt, however, that the colony is effective in clearing the streets of beggars and loafers, and during his term of detention it prevents the colonist from doing harm to the general public. Those of us who visited the colony were much impressed with the great ability shown in the management of so difficult an institution.

9018.

239. The Maison de Refuge at Hoogstraeten and Wortel is described fully in the Board of Trade Report of 1904. This institution is managed on similar lines to Merxplas, but owing to the shorter time of residence, and the fact that many of the inmates are partially infirm, the industries are much less developed. Persons out of work are accepted as voluntary colonists, but the number of these is very small. In winter the population of the colony increases considerably, but when the summer comes most of the inmates are allowed to leave. Many of the colonists at Hoogstraeten and Wortel are persons who in this country would find refuge

in a workhouse. The colonists can earn wages ranging from 1d. to 7d. a day: one-third of this is given to them to spend at the canteen, and the rest is retained for the formation of a "*masse de sortie*," or leaving fund. When this amounts to 12s. the colonist can claim his discharge.

240. Both the dépôts and the houses of refuge are subject to the inspection and control of a committee composed of the Governor of the Province of Antwerp (as President) and nine other members nominated by the King. There is a dépôt and a house of refuge for women at Bruges under similar regulations.

Germany.

241. The labour colonies in Germany are under the management of a charitable association, the Labour Colony Central Board. There are at present thirty-four* of these colonies which provide accommodation for nearly 4,000 persons. Admission to the colonies is voluntary and there is no compulsion to remain, but it appears to be now the practice to endeavour to make the men stay for not less than two months. During the year 1903, there were 10,307 admissions to the colonies, and 10,338 discharges. Of 3,968 inmates of the colonies at the end of 1903, 1,837, or nearly one half, had been in the colonies less than two months, while 933 more had been there from two to four months. About one-tenth of the colonists leaving during the year are stated to have gone to situations found by themselves, and another tenth to situations found for them by the colonies. The funds for the support of the colonies are obtained from grants by the provincial and municipal authorities, and from voluntary subscriptions. Mr. Dawson states that the average annual cost per head is £10, and the average earning £4, which leaves a net cost of £6 per head inclusive of all expenses. Dawson, 3627.

242. The first labour colony was founded by Pastor Von Bodelschwingh in 1882, at Wilhelmsdorf near Bielefeld, in Westphalia. This colony may be taken as a type of the agricultural colony. The original work was land reclamation, but now that the soil has been rendered fit for cultivation all kinds of agriculture and farm work are carried on. Nearly all the labour colonies are agricultural, but there are a few industrial colonies such as those at Berlin and Magdeberg. In these great difficulty is experienced in finding suitable industries which do not compete with the independent manufacturers. A small wage is allowed in all the colonies and from this is deducted the cost of clothes and tobacco supplied to the colonists, the balance, if any, being paid on discharge. The persons who enter the colonies are chiefly unemployed workmen and men on tramp. We have already given an account of the shelters (*Herbergen*) under philanthropic societies, and the relief stations (*Verpflegungs-Stationen*) under the local authorities, which provide for the wayfarer in search of work. It is found that in winter the colonies are full, while in the early summer there is a general exodus and it is difficult to get sufficient labour for the land. 3616. See page 46.

243. It is clear that a labour colony of the German type is of little use for dealing with persons of the tramp class. Mr. Dawson says that "it is not disciplinary in the coercive sense: it is purely voluntary; the inmates can stay or not as they please." Many of this type of colonists come again and again, and are termed "colony loafers." They correspond to the "ins and outs" of our English workhouses. The object of the colonies is to effect some moral reformation, but it appears that three-fourths of the colonists have been previously imprisoned and there is no evidence that any substantial improvement results from the time spent in the colonies. Mr. Dawson expresses his opinion thus:— Dawson, 3726.

"speaking generally, I do not think that you can regard them as being reformatory institutions. The inmates do not stay long enough and the discipline is not severe enough." 3739.

244. For dealing with habitual vagrants and persons who neglect to maintain

* Including one at Munden, Hertfordshire, for destitute Germans in England.

themselves, there are "workhouses" (*Arbeitshäuser*) which to a certain extent correspond to the original houses of correction in this country, the forced labour farms of Switzerland and the compulsory colonies of Belgium and Holland. There are twenty-four of these "workhouses" in Germany, each province having one at least. Under sections 361 and 362 of the Imperial Code, the following classes of persons, amongst others, are liable to detention in a workhouse for a period not exceeding two years :—

1. anyone who wanders about as a vagabond ;
2. anyone who begs, or causes or allows his children to beg ;
3. anyone who through gambling, drunkenness, or idleness is forced to apply for relief for himself, or those for whose maintenance he is responsible ;
4. anyone who while in receipt of public relief refuses to do work given him by the authorities ; and
5. anyone who after losing his lodging fails to procure another within a certain time.

245. A person committing one of these offences would be sentenced to a term of imprisonment and after that to detention in a workhouse. There are no sentences of detention for less than three months, the average length being one year. The workhouses are controlled by the authorities of the province. They are in fact a kind of prison and are under strict military discipline. The punishments consist of confinement to cells, reduction of diet, and sleeping on the floor, but there is no corporal punishment. They have accommodation for 14,836 persons. During the year ended 31st March, 1904, the number of admissions was 10,363, while in the year ended March, 1884, the number was 15,474. Mr. Dawson points out that the Westphalian workhouse built in 1821 has not been enlarged, although the population of the province has greatly increased, and that there are fewer inmates of the workhouse now than in 1821. The inmates, who are termed prisoners, are kept daily at work which is either domestic, agricultural, or industrial. Numerous trades are carried on, skilled teachers being employed to supervise their work. A description of the life in a German workhouse will be found in the Appendix.

Dawson, 3798.
3602-6.
3639.
Appendix XXIII.

246. The cost in the German workhouses is comparatively small, and in some the work of the inmates appears to cover almost the whole expenditure. At the Benninghausen workhouse in Westphalia, the annual gross cost of each man in 1902 was £17 8s., against which the average earning was £8 14s. At Gro 3 Salze workhouse the inmates earn £11 11s. each, leaving only £2 7s. per head to be paid out of the public funds. In the workhouse at Moritzburg, the inmates earn £9 16s. 10d., leaving only £3 12s. 9d. to be paid by subsidy, and at Bockelholm the earnings are £11 10s. 8d., and the subsidy only £2 18s. 6d. per head. Mr. Dawson suggests, as the reason for the small cost, that these colonies are on an industrial basis and follow handicraft rather than agriculture. As to the disposal of the produce of the workhouse, he states that it is not the practice to sell in the open market,

Dawson, 3834.
3831, 3887.

"but to provide public institutions with the necessities they require in the nature, for example, of furniture, woven goods, and various things. . . . in Benninghausen they supply all things which are needed in the provincial institutions for the blind, the deaf and dumb, and so forth, and the hospitals."

It must be also pointed out that the diet given is chiefly vegetarian, and is much less expensive than that given in prisons in this country. In the Appendix is printed a dietary table applicable to the Benninghausen workhouse.

Appendix XXIII.

247. As to the effect of these workhouses, it appears to be the opinion in Germany that they have diminished vagrancy ; and the statistics show that the number of commitments is decreasing. Mr. Dawson is of opinion that these institutions, by reason of the length of the sentence, do exercise some influence on the men, but it appears that over 40 per cent. of the inmates at Benninghausen in 1903-4 had previously been in a workhouse. The work is chiefly industrial ; there is little agriculture. Thus, there is a considerable difference

Dawson, 3605,
3842.

between the German institutions for the detention of vagrants and the compulsory labour colonies in Holland, Belgium, and Switzerland.

248. The system in force in Germany is summed up in Mr. Flynt's book, *Tramping with Tramps*, in these terms :—

"The community practically says to the culprit: 'You can make use of our *Verpflegungs-Stationen*, where you can work for your lodging and meals, and have also a half-day to search for work, if you can identify yourself as a seeker of labour. We not only offer this, but also attempt to guarantee you, through the efforts of our philanthropists, a casual refuge in *die Herberge zur Heimath* while you are out of work. And if, through untoward circumstances, or through your own carelessness and weakness you have fallen so low that the *Stationen* and the *Heimath* cannot take you in because your identification-papers are irregular, and you appear more of a vagabond than an unfortunate labourer, we then invite you into the labour colonies, founded also by our philanthropists, where you can remain until you have earned good clothes and proved yourself worthy. But if we catch you begging we will punish you as a vagrant: consequently you would do better to make use of all the privileges we offer and thus break no laws. This is the theory, and I consider it a good one. But the man who will not work passes through these institutions as freely as the man who will, owing to the lack of determined discrimination on the part of the officers, and the desperate cleverness of the offenders."

Dawson, 3905-7.

Switzerland.

249. A full account of the Swiss colonies is to be found in Mr. Preston-Thomas's report on "The Methods of Dealing with Vagrancy in Switzerland" which is printed in the Appendix, and in the evidence given by him. In Switzerland there are labour colonies of both kinds, voluntary and compulsory. Of the former class there are only three. They are managed by philanthropic societies, and entry and discharge are voluntary, but a man on admission must agree to stay a certain period, one or two months. The compulsory colonies, or forced labour farms, are more numerous. Nearly every canton has one, or has an agreement with another canton to send cases to their farm. The farm is managed by the cantonal council, who appoint the officers; the Federal Government does not inspect these institutions or take any share in their management.

Appendix XVII

250. A man found begging can be arrested by the police and taken before a magistrate or the council of the district (union) to which he belongs. The former can sentence him, if he is an habitual offender, to imprisonment for a period of from two to six months, or to detention in a forced labour institution for a period of six months to two years. If the man is taken before the district council and they find that he has refused work, they decide that he is "work-shy" and can send him to a forced labour institution for a period of from three months to two years. The district council, as Mr. Preston-Thomas points out, knows more about the man than the magistrates and can tell whether he is an habitual vagrant or not. It may be mentioned that at several of the colonies persons committed by the magistrates for minor offences other than vagrancy offences are received.

251. The Swiss labour institutions are generally small; in Witzwyl, the largest, the number of inmates does not exceed 200. The labour farms are worked economically; there are no walls round the place, but escape is rare. The inmates receive no money, and if they escaped would probably have to beg and would be brought back by the police. In Switzerland everyone is required to carry papers and this enables the men to be easily traced. The buildings are cheap and for the most part have been built by the colonists. It appears that most of the colonists are engaged in land reclamation or farm work, but there are also workshops where tailoring, shoemaking, smith's work, carpentering, basket making, etc., are carried on. Only men with some knowledge of these trades are employed on them, others are sent to work on the farm. As at Merxplas, there appears to be no attempt made to teach trades.

Preston-Thomas,
8383, 8369.
8439.

252. There is no difficulty in disposing of the produce of the farm and any goods manufactured in the colony. Mr. Preston-Thomas says as to the Lucerne farm colony :—

"They have an excellent market close at hand where there is a great demand for all sorts of things. They have a number of cows and they sell milk in Lucerne."

Preston-Thomas,
8330.

253. At Witzwyl the staff numbers forty-five, or one to every five inmates. The men are encouraged to work by the staff who act more as foremen than warders, and work with the men. Mr. Preston-Thomas states that he was impressed with the way in which the colonists worked and he refers to the absence of formalism as compared with the casual wards or prisons in England :—" They really did work hard, and you saw the results of their work all about." They work eleven hours a day, but as Mr. Preston-Thomas points out in his report, the work is of an attractive character :—

"When a man sees the products of his labour, which have grown up before his eyes, he is induced to exert himself and is stimulated in a fashion which contrasts with the leaden monotony of such occupations as stone breaking and corn grinding."

8367.
8415.

Punishment is generally by reduction of food. The average term of detention is one year for men sent to the colony by the district council, and two months when sentenced by the magistrates. A remission of a third of the sentence can be earned, which is granted by the cantonal council. On discharge from a compulsory colony a man is provided for either by (a) employment as a paid labourer at the colony; (b) the action of a discharged prisoners' aid society; or (c) admission into a voluntary farm.

254. Owing to the useful work done in the forced labour farms and the money realised from the the sale of their produce, the net cost per head is very small. The district council make a grant of from £2 to £5 per head for each man committed from their district. The Appenzell colony just pays its way, the £4 per man received from the district council being all to the good. At the St. Johannsen colony the cost is about £6 per head, at Lucerne £14, and at Liesthal £14 10s. This amount includes all the expenses of the institution except payment of interest on capital. In the voluntary colonies, however, the cost is much greater. At Herdern, for instance, each inmate costs on an average £50 a year, and this is much the same as the cost in an English voluntary farm colony.

8375-9.

255. With regard to the results of the colony system in Switzerland, Mr. Preston-Thomas states :—

"The officials can only judge by the fact that there are not very many who come there again and again. They say that a good many men get remission of part of their sentence, because the colony authorities are satisfied that they will work for themselves and will not come there again, and that a large number of these people are apparently reformed; but it can only be a matter of speculation as to what the reform is and how far it has gone. There is no doubt that the fact of having worked hard for a year or eighteen months makes a man apt to get into the habit of working, and this is believed to be the actual result."

It appears that in Switzerland, as in other places, there is difficulty in obtaining any record of the men after they leave the colony, but Mr. Preston-Thomas states that the people in charge of the colony think it does have a certain reformatory influence.

8434.

256. It seems clear that in Switzerland some good results may reasonably be hoped for from the compulsory colony, but that the voluntary colony does little good. The president of the society which maintains the Herdern voluntary colony said, as regards the inmates of that colony,

"we cannot make any attempt to reform them; we create some more employment for men who say they cannot get any, but that is all; we do not profess to do them any good, but we try to preach to them a little, and exercise a good influence over them."

8436.

It seems an undoubted fact that begging and vagrancy have greatly diminished in Switzerland of late years. Mr. Preston-Thomas ascribes this result to the stringent measures taken by the police, to the labour colonies, and to the system in force for helping genuine wayfarers which we have already described. Generally in Switzerland the compulsory labour colonies appear to have had more success than elsewhere; it would seem that they have exercised a greater reformatory influence than colonies in other countries, and no doubt this is largely due to the fact that as they are small institutions the colonists can receive more individual attention.

See page 47.

England.

257. In this country attempts were made by Parliament at an early date to establish places for the detention of vagrants closely parallel to the modern German *Arbeitshäuser* or "workhouses." In 1535, the Act 27 Hen. VIII., ch. 25, enjoined all local authorities, including mayors, aldermen, sheriffs, bailiffs, and constables, not only to maintain the impotent and aged poor, but also to "cause and to compell all and every the said sturdie vacabundes and valeant beggers to be sett and kepte to continuall labour in suche wise as by their seid labours they and every of them may gette their owne livinge with the contynuall labour of their owne handes." The cost was to be defrayed by alms collected by the churchwardens and others, and any parish that failed to carry out the provisions of the Act was liable to a fine of 20s. for every month during which the omission continued. Similar provisions were contained in the drastic Act of 1 Edw. VI. quoted in Chapter 1.

258. Then in 1572 when provision was made by 14 Eliz., ch. 5, for collections for the relief of the impotent poor, power was given to any three justices to use any surplus monies for placing and setting to work in any convenient place such rogues and vagabonds as might be disposed to work, "there to be holden to worcke by the oversight of the said overseers." In 1575, for more completely carrying out this design, the justices in quarter sessions for each county were required by 18 Eliz., ch. 3, to establish "abyding howses or places convenient in some market towne or corporate towne or other place," to be called houses of correction and to be stocked with wool, hemp, "flaxe, iron or other stuffe as the countrye ys moste meete for," as well as with implements for manufacturing it. So necessary was the execution of this Act thought to be that every justice was made liable to a fine of £5 if he left quarter sessions "before conference had towchinge the execution of this Estatute," the fine going towards providing and furnishing a house of correction.*

259. In 1609 the 7 James I, ch. 4, made the provision of houses of correction a more stringent duty than ever; in any county where one was not provided before Michaelmas, 1611, every justice was to forfeit £5. In 1630 a Royal Commission issued for the purpose of enforcing the vagrancy laws directed that the houses of correction should be made adjacent to the common gaols and the gaoler made governor of them, so that the prisoners in the gaols might be taught to work as well as those committed to the houses of correction. After this date the houses of correction seem to have been regarded more and more as places of punishment to which persons were committed for definite terms to do hard labour, rather than to be taught to work; and in many counties the common gaols were used as houses of correction. It is from an amalgamation of the two that the modern "local prison" has sprung.

260. The process was a gradual one. Thus in section 8 of the Habeas Corpus Act, 1679, (31 Charles II., ch. 2) the case of a prisoner committed to gaol is distinguished from that of one "sent by order of any judge of assize or justice of the peace to any common worke-house or house of correction." Even in 1744, when the vagrancy law was revised and consolidated by 17 George II., ch. 5, the house of correction was apparently regarded as more akin to the workhouse than to the gaol. Persons convicted under the Act were to be passed to their place of settlement there to be set to work or placed "in some workhouse or almshouse" till they found employment for themselves. If they refused to work (s. 19), or if their place of settlement could not be found (ss. 11 and 28), they became a charge to the county instead of to the parish, and were to be disposed of

* Little information appears to be extant with regard to these early labour colonies. A document quoted in Ribton Turner's *History of Vagrants and Vagrancy* (p. 118) from a Harleian MS. (Brit. Mus. No. 364) gives the diet for vagrants committed to the house of correction for the county of Suffolk. Dinner and supper on the "fleshe" days consisted of 8 ounces of rye bread, a pint of porridge, a quarter of a pound of meat, and a pint of beer; on fish days cheese or a herring was to be substituted. If the inmates worked well they were to have an allowance of beer and a little bread between meals. Those who did not work were to be kept to bread and beer only. This diet was lavish enough, but on the other hand every one coming in, man and woman alike, was to be whipped, and a clog, chain, or manacle put on him, the whipping to be repeated and the irons to be made heavier for such as would not work.

either in the house of correction, or as servants, or as soldiers or sailors, either in this country or in the colonies. In 1822 when the vagrancy laws were next revised the houses of correction had become distinctively penal establishments, and the Act of that year (3 Geo. IV., ch. 40), while providing for the punishment of vagrants by committal there, makes no provision for dealing with them otherwise than by punishing them. In view of the subsequent history of the law as to casual paupers, it is matter for regret that Parliament should have thus abandoned the older tradition by which county authorities were charged with a responsibility for vagrants nearly akin to the responsibility falling on parochial authorities in respect of ordinary paupers.

261. At the present time the English convict establishments offer in many respects a close parallel to the labour colony at Merxplas. The inmates are employed on farm work, land reclamation, quarrying, or the ordinary work of excavators, masons, or bricklayers, or they work in workshops as tailors, bootmakers, smiths, and so on. The whole of the prison buildings at Wormwood Scrubs were erected and equipped, including the tiled pavements and the stained glass for the chapel, by convict labour. Convicts can, by good conduct and industry, earn remission of one quarter of their sentence, and can also earn a gratuity on their discharge amounting in some cases to as much as £6. Great care is taken in classifying them, partly by their age, the nature of their crime and their antecedents, and partly by their conduct in prison. On the other hand the majority of convicts are of an entirely different type from the mere vagrant, and require closer supervision and more rigid discipline than the inmates of Merxplas or the Swiss labour farms.

262. There is, in fact, no institution in this country which serves the same purpose as the Continental labour colonies, but there are certain institutions established by charitable agencies for the benefit of the class from which the vagrant is largely recruited. The largest is the farm colony of the Salvation Army at Hadleigh in Essex, in which there is accommodation for about 400 inmates. Then there is a training colony established by the Christian Social Service Union at Lingfield in Surrey, which has accommodation for between sixty and seventy inmates. The same body have also a much smaller colony at Starnthwaite in Westmorland. There is also a colony which was established by the Central London Unemployed Committee in the winter of 1904-5 at Hollesley Bay in Suffolk, for the reception of selected cases of unemployed workmen, who were willing to undertake agricultural work. None of these institutions is intended primarily for persons actually belonging to the vagrant class; there is no power of detention, and the conditions are generally superior to what would be desirable in a colony to which habitual vagrants would be committed. These institutions are more on the lines of the voluntary colonies in Germany and Switzerland.

263. *Hadleigh Colony.*—This colony includes 2,000 acres of land and 1,000 acres of foreshore. The average number of colonists is 250, but the actual number has fluctuated greatly. The work carried on is chiefly agriculture and brick-making. Paid labourers and assistants to the number of fifty or sixty are employed on the colony. It appears from a return furnished to us that of 523 persons received in the colony during the two years ended September, 1904, 142 were paupers sent by boards of guardians who paid a fixed sum for their maintenance, 137 came from the Salvation Army shelters and workshops, in London; and 236 were private cases who came on their own application, or were sent by friends. During the same period, 484 cases left the colony, the cause of leaving being stated as follows:—

To go to situations found by themselves	-	-	-	89
To go to situations found by the colony	-	-	-	54
Dismissed for bad behaviour or incapacity	-	-	-	84
Ill-health	-	-	-	16
Left of own accord	-	-	-	239
Other reasons	-	-	-	2
				—
				484
				—

209 of the persons received during the period mentioned left within a month, and only 158 remained in the colony more than six months.

264. With regard to the success of the colony in reforming the inmates, we have been furnished with statements by Mr. Lamb, and he has dealt with the question in his evidence. It appears, however, difficult to obtain any accurate information as to what really becomes of men after leaving the colony. Mr. Lamb admitted that the Salvation Army authorities could not keep in touch with them. The number of re-admissions to the colony in the two years referred to was 92, and of this number 60 had been previously discharged as "satisfactory." Upon the evidence before us, it is impossible to say what percentage of cases can be considered as really satisfactory; but it is clear to us that any high estimates of success from this, as from other colonies, must be accepted with great reserve. On this point the statement printed in the Appendix of cases sent to the colony by the Woolwich guardians is instructive. On the other hand, the system in force at Hadleigh affords encouragement to the man who is trying to improve himself. By good conduct the colonist can secure better treatment and wages, and may even obtain a situation at the colony. The moral and religious influences exercised can hardly fail to have a beneficial effect on the colonists, and we have no doubt that much good may be done where inmates remain a sufficient time for such influences to be brought to bear.

Lamb, 7103-24.
Loch, 8803.
Lockwood, 10585.

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Lamb, 7062-72.
Appendix XXV.

265. In a memorandum supplied to us by Mr. Lamb the capital cost of the colony is stated as £140,000, including land, buildings, and working stock, for 500 inmates and employes, or nearly £300 per head. He suggests that a new colony could be provided at £250 per head. At Hadleigh the average number of inmates is 250; for these the weekly cost of maintenance per head is stated as follows:—

	s.	d.
For lodging, laundry, and medical attendance - -	11	0
Home supervision and management, etc. - - -	2	0
	13	0, or

about £34 a year. This does not include the cost of any clothing supplied to the men or the gratuities given to those who work well, but includes provision for interest on capital outlay and depreciation. For pauper cases sent by boards of guardians the colony charges 10s. 6d. a week for the first three months, but after that time the charge is reduced.

266. From the accounts printed in the Appendix the actual cost per inmate can be more nearly arrived at. The working account for the year ended 30th September, 1904, indicates that the net cost of the colony was £5,600. To this must be added charges in respect of capital expenditure. The extract from the balance sheet shows a total cost on capital account of £126,000 for land, tramways, brickworks, machinery, etc. (omitting stock), which at 5 per cent. for interest and repayment represents an annual charge of £6,300. The total annual cost would, therefore, be about £12,000, and taking the average number of inmates as 250, the cost per head would work out to £48. This approximates to the cost in the Swiss voluntary colony at Herdern. It may be mentioned that the accounts relating to Hadleigh show that there was a considerable loss on the farm, gardening, and industrial sections. The market and canteen sections show a profit.

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Lamb, 7374-7403.

267. The short period during which, on an average, a colonist stays at Hadleigh, and the absence of any power of detention militate against the possibility of financial success. During the first few months the man's labour is of little, if any, value, and as soon as he becomes useful he probably wishes to leave. On the other hand, the colony has a good market close at hand at Southend, where the produce can be disposed of at fair prices. The opportunity offered to the colonists of earning wages up to 2s. per week is of great assistance in encouraging them to work. Part of these earnings is retained until discharge, but part of them may be expended on extra articles of diet. The buildings at Hadleigh have been erected economically; they are mostly one-storey buildings and are largely constructed of wood, but they seem quite adequate for the

Lamb 7498.
Appendix XXIV. present purpose, and have already been in existence some ten years. The diet given at Hadleigh is extremely liberal; it is set out in the Appendix. In a labour colony to which habitual vagrants are committed the diet should, in our opinion, be much less costly.

268. *Lingfield*.—This colony, like Hadleigh, is founded on a religious basis. It is the chief colony of the Christian Social Service Union, and is essentially a farm training colony. Two-thirds of the inmates are sent by boards of guardians, the remaining third being private cases, mostly inebriates. Men are trained in farm and dairy work, their average length of stay being over a year. It is stated that about 40 per cent, of the colonists go to Canada and get independent positions there. As at Hadleigh the buildings that have been erected for the purpose of the colony are comparatively inexpensive, and have cost only about £66 per head. Including farm stock, buildings and freehold, the total capital cost was £160 per head. The average annual cost per man would appear to be about £33. The diet is lavish, but it was explained to us that many of the colonists are in a debilitated condition on arrival and require plenty of good food. On the other hand the cost of the staff is comparatively low. Statements as to accounts, dietary and colonists are printed in the Appendix.

Brooks, 5130.
5154-68.
5148.
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269. The work is wholly farming; in particular, men are taught to look after horses and to milk cows, a knowledge which renders them valuable in Canada. But, as might be anticipated, the experience here shows that, in proportion as more training is given, so the colony becomes more expensive. Thus it is found that good cows, which would afford a considerable return, cannot be used for the purpose of teaching milking as they would suffer at the hands of the novice. Again, fruit trees would be damaged by the unskilled man. As to the work of a colonist, Mr. Brooks, the director, said :—

Brooks, 5081.

5075-8. "You see it would take any six of them to do a man's work, and that six want a man to superintend them, so that it is *nil* all the while, and then with us you have this to take into consideration, that as soon as a man does become handy he is sent away and the novice comes; we are always dealing with novices. If we could keep our trained men we could make them work."

270. *Hollesley Bay*.—This colony is intended for men of an altogether different type from those we have to consider, and it has been established so recently that its experience is of little assistance to us. But the impression we derived from a visit to the institution strengthened our belief that agriculture can only be carried on in a labour colony at a loss. The cost of food for the inmates has varied from 6s. 3d. to 7s. 1d. per head per week.

271. *Laindon*.—This is an agricultural colony of about 100 acres which was established in Essex by the Poplar guardians in 1904 as a branch workhouse for able-bodied male paupers. The buildings used are of a temporary nature and accommodate about 150 men; in February, 1906, the colony was practically full. The colonists receive a diet considerably better than that given in an ordinary workhouse, the weekly cost per head being 5s. 8d. The men are employed chiefly in spade labour. The cultivation of the land belonging to the colony cannot afford profitable employment for so large a number of men, and in the circumstances the work can only be regarded as a labour test.

Carlile, 8209. *Newdigate*.—The Church Army have established a small farm colony at Newdigate, Surrey; but this is intended mainly as a test for emigrants, and we have not considered it necessary to visit it for the purpose of the present Inquiry.

Results attained by Labour Colonies.

272. We do not find much evidence of the reformatory effect of labour colonies abroad. It appears that as a general rule the same individual returns to the colony again and again. In Germany there has been created the type of man known as the "colony loafer" who frequents the voluntary colonies. Indeed the experience of all the colonies where there is no power of detention is that they would be of no use in dealing with a class of men like the habitual vagrant.

Lamb, 6292.
Loch, 8716.
Dawson, 3732.

273. Professor Mavor's opinion of the Belgian colony at Merxplas is as follows:—

"The Belgian institution seems to me to be simply punitive. The men remain there for a term of years under strict discipline, and in a position in which they are as nearly as possible prevented from doing any harm to themselves or society; but when they emerge their record precludes their being employed in ordinary industry, and they again fall into the hands of the police, to be sent back to the colony to harder work and a longer term of imprisonment than before."*

Again, referring to Merxplas and the Dutch beggar colony at Veenhuizen, he says that a colony of this type

"would be a prison to which vagrants would be committed by the magistrates for specific periods. The only difference between such a colony and a prison would lie in the character of the labour performed, and in the nature of the restrictions upon the liberty of the prisoner. The evidence seems to me to be wholly against the supposition that such institutions are reformatory; they form merely a receptacle for those who, if they were free, would prey upon society, and render means for relieving the deserving poor almost wholly futile."

His general conclusion was as follows:—

"If the intention is to suppress begging, to clear the tramps from the highways and the beggars from the streets, to hide them away out of sight, to keep them out of mischief, and to compel them to work, then the labour colony may be a means of accomplishing this. If it is intended to provide a refuge for those who have been in prison, and who for that reason are unable to obtain employment, the labour colony is also a means of accomplishing this. It may be worth inquiry whether for these two purposes alone it were not well to establish labour colonies in England."

Mr. Willink in his report on the Dutch colonies says:—

"Inefficient work, safe board and lodging, free intercourse night and day with hundreds of others of the same almost hopeless class, nothing to gain by improvement, nothing to lose by stagnation. What is there in this to raise a man? . . . The best that can be said for such an institution is that it keeps decently out of sight and in a condition of animal well-being a class of men who, if not in its keeping, or under some other kind of restraint would, as in England, be a public disgrace and shame, and would also be raising up children to succeed them."

Willink, 8957.

274. We obtained the opinion of two eminent judicial authorities in Belgium as well as of the chief of the police of one of the largest cities in that country as to the effect of Merxplas. Their opinions coincided with that of the director of that institution that little reformation was to be hoped for from the treatment there. At the same time it appears that both in Holland and Belgium the compulsory labour colonies have had a considerable effect in clearing the streets of beggars and tramps. The greatest success appears to have been obtained in Switzerland, and Mr. Preston-Thomas says that it is the opinion of the colony authorities that many of the colonists are reformed to a certain extent. This is probably due in a large measure to the fact that the institutions are small and the men receive more individual treatment than elsewhere. And it appears to be the case that vagrants are now seldom to be seen in Switzerland.

Preston-Thomas, 8375, 8412.

275. In England, the institutions of the labour colony type have no power of keeping a person for any long period against his will, and in most cases the colonist is in them for a comparatively short time. The Salvation Army claim a percentage of success, but, as we have already pointed out, it is difficult to obtain figures that can be tested. In many of such cases the most that can be said is that the men do not come again. A difficulty that is experienced in the case of every labour colony is that the men who have got on do not wish to keep up their connexion with the colony. On a small scale the Lingfield farm colony has had some success, but the men sent there remain rather longer than at Hadleigh and are not of the vagrant class.

276. Generally, then, the information we have points to the fact that the existing labour colonies, whether voluntary or compulsory, exercise but little permanent reformatory influence. There is evidence too that a man coming from a labour colony finds it difficult to obtain work, as people shrink from employing him. With hardly an exception, however, the witnesses we have examined have expressed themselves strongly in favour of habitual vagrants being sent to labour colonies where they can be detained and made to work. There is a consensus of opinion that the evil resulting from the present conditions is so great that it

Dawson, 3739.
Willink, 8976.
Loch, 8716.
Lamb, 7166.
Preston-Thomas, 8357.

* Report on Agencies and Methods for dealing with the Unemployed. 1893. [C.—7182.]

is worth while going to the trouble and expense of making the experiment.* We consider that the need of some power of keeping habitual vagrants in detention for long periods is clearly proved, and in view of the impossibility of making a prison serve the purpose, we feel we have no alternative but to recommend that compulsory labour colonies should be established in this country. Even if they are not successful in achieving greater reformatory effects than the existing labour colonies abroad, we think that at least they may clear the streets of the habitual vagrant and loafer, may make him lead a more useful life during his detention, and may offer a real deterrent to those starting on a life of vagrancy.

Willink, 8960-1.

Scheme for Labour Colonies.

277. The first question that arises is whether the labour colonies we recommend should be provided by the State, or by local authorities, or whether they should be left to philanthropic agencies. It is considered by many that the State is the proper authority to provide for the compulsory detention of any portion of His Majesty's subjects. Mr. Preston-Thomas said :—

Preston-Thomas,
571.

"It seems to me, personally, that interference with the liberty of adult and sane persons is the function of the Government alone; you cannot depute it to the best managed philanthropic society I do not believe that any civilised Government delegates the charge of its prisoners to an irresponsible body."

He admitted, however, that he would not feel the same objection to putting the colonies under local authorities. Many persons are of opinion that the labour colony must be in effect a prison, and that it should be provided and managed in the same way. Abroad, the compulsory labour colonies are managed and conducted either by the Government or by the local authorities. We consider, however, that there are many reasons why in the first instance the State should not be called upon to provide the institutions which we recommend.

Carlile, 8230.

278. We think it probable that Government institutions for the detention of the more difficult cases will eventually be found necessary, but in our opinion in starting a new scheme it is a sound principle to trust in the first instance to the enterprise of local authorities, voluntary associations, or individual philanthropy under strict supervision by the State and assisted financially from the rates or the national exchequer. There are no means of estimating approximately the number of tramps who might properly be committed to labour colonies, and it is even more impossible to estimate how many would actually be committed if provision were made by law for the purpose. The result of any Government Department undertaking to supply sufficient accommodation for all the vagrants committed by the magistrates would either be that the accommodation would be wholly inadequate for the requirements, or, as is perhaps more probable, that public money would be wasted in establishing and fitting up institutions in which for at all events some years the provision made would be altogether disproportionate to the number of inmates.

Willink, 8914.

279. Again, the success of a labour colony would mainly depend on finding a thoroughly competent staff, and to do this all at once for a sufficient number of colonies would be a matter of very great difficulty. There are in this country no doubt a sufficient number of men fitted by their character and experience to undertake work of the special kind that the management of a compulsory labour colony would require, but it would be a matter of no small difficulty to select them. Probably this could only be done after a period of training and probation.

Brooks, 5232.

280. Further, we consider that for any purposes of reformation the influences that a voluntary philanthropic agency can bring to bear are likely to be more effective than those that could be exercised under an official system. Mr.

Legge, 4573.
Fleming, 500.

* The Departmental Committee on Habitual Offenders, Vagrants, etc. (Scotland), 1894, recommended that labour settlements should be established to which offenders who had already been imprisoned three times within twelve months might be sent by the sheriff for detention for not less than twelve nor more than thirty months. The object of the labour settlements was to be reformatory, and the inmates were to be put to such labour as they were capable of, and as would give them the best prospect of employment after liberation.

Lamb justified his preference for voluntary as opposed to official agencies by remarking that men whom it is hoped to benefit fight shy of officials:

"At Hadleigh, I have seen the men who come down regard us in exactly the same way as other officials, as though we were paid for the work, but when they realised that we were not paid for the work, then their prejudices vanished, and we secured this influence over them that was helpful."

Lamb, 7098-9.

The difficulty, he said, was in persuading the man that you want to benefit him. We think that the best chance of any reformatory effect would be from that personal supervision and care which can only be expected from those who are actuated by religious or charitable motives, and we are strongly of opinion that advantage should be taken as far as possible of all religious influences that can be brought to bear on the vagrant. There is no doubt that this could be done more effectively and with less risk of friction in institutions under private management than in those managed by the State.

6126.

Willink, 9005.

Torr, 10289.

281. There is another consideration to which we attach great weight, and that is that labour colonies established by the State would inevitably have to be all of the same type, and we have at present no sufficient knowledge to determine exactly what that type should be. The general principle of a compulsory labour colony for habitual vagrants may be borrowed from abroad, but the essential details must be worked out at home. The necessary proportion of staff to colonists, the best forms of employment, the diet, the most suitable inducements to industry that can be held out—these and a number of other questions can only be settled by reference to the character of the persons to be kept in detention, and in this respect there is probably a very considerable divergence between the English tramp and his Continental *confrère*. The establishment of compulsory labour colonies would be an experiment, and the conditions under which the experiment should be made could be better supplied by a number of institutions managed by local bodies or private agencies than by one institution, or even by several, under a uniform State control. As Sir John Dorington observed in his evidence, a public department is not very well qualified for making an experiment of this kind.

Paton, 5263.

Torr, 10175.

Dorington,
4371-9, 4433.

282. The foregoing considerations lead us to the opinion that, in the first instance at any rate, the State should not be required to provide the labour colonies, though as we state on page 82, we think one State colony may be required. We realise that if such institutions are established and are utilised very extensively, it may hereafter become necessary that the State should intervene and assume control, but in our view it is not the State that should try the experiment. In this the precedent of inebriate reformatories would be followed. In the establishment of these institutions private or local bodies took the initiative, and it was not until the system had been in working for some considerable time that the State undertook the management of an inebriate reformatory. Now, there are reformatories under private management, under local authorities, and under the State. Our proposal also follows the system under which reformatory and industrial schools were established and are now worked, and this seems the proper course, for in our opinion the labour colonies we suggest should in character really be industrial or reformatory schools for adults rather than penal establishments. Moreover, it should not be forgotten that prior to 1877 local prisons were in the hands of local bodies.

Loch, 8692.

Legge, 4511.

Fleming, 4970.

283. Of the many schemes which have been put before us we would draw special attention to that contained in a Bill which was introduced in the House of Commons by Sir John Gorst during the Session of 1904, with the support of a number of members on both sides of the House. Its main principles have received wide approval. We understand that it was prepared at the instance of the Salvation Army and represented their views at the time. The Bill, following very closely the lines of the Inebriates Act, 1898, would permit of the committal of habitual vagrants for a period not exceeding three years to any place certified by the Secretary of State as a labour colony. It provides for the Secretary of State making regulations for the management of labour colonies and the treatment of their inmates, and for a contribution being made from the Exchequer towards the expense of maintenance, while certain local authorities may contribute towards the establishment or maintenance of a

Lamb, 6189.

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colony and may defray the whole or any part of the cost of any individual inmate's maintenance. The analogy between the institutions contemplated by the Bill and the existing inebriate reformatories is complete, except that no provision is made for a labour colony established and managed by the State. In providing for the compulsory detention of persons on their own application the Bill follows the principle adopted in the case of licensed retreats under the earlier Inebriates Acts.

Simpson, 1274.
Paton, 5323.
Torr, 10279,
10297-308.
Fenwick, 10767.

284. With certain modifications we are prepared to recommend the scheme suggested in that Bill. We agree that each labour colony should be certified by the Secretary of State, should be managed in accordance with regulations issued by him and should be subject to inspection by officers appointed by him. It would be open to him to certify a labour colony established by private philanthropy, or by a religious or charitable society, or by a local authority. We think generally it should be for the council of a county or county borough to make arrangements for the provision of a labour colony to which habitual vagrants committed from their area might be sent. This they might do either by contributing towards the maintenance of a certified labour colony established by the council of some other county or county borough or by a philanthropic body, or by establishing a labour colony themselves. We do not contemplate that there should be a separate colony for each county.

Dawson, 3771.

285. Where an institution established by private philanthropy or by a charitable body is certified by the Secretary of State as a labour colony for vagrants, we think that the local authority might come to an agreement with the managers for the reception of either a specified number, or an unlimited number, of habitual vagrants at a fixed rate of maintenance, and it would then be open to the quarter sessions within the area of the local authority to commit to that colony any persons coming within the definition of habitual vagrant. In the early working of the system there would no doubt be counties which had made no arrangements for the reception of cases in a labour colony. In making our proposals for the committal of habitual vagrants to labour colonies we have considered this point, and we have suggested that the power which already exists of sending an incorrigible rogue to prison for a period not exceeding twelve months should be retained and applied to persons who under our scheme would be sent to a labour colony, if there was one available.

286. We propose that the period of detention in a certified labour colony should be not less than six months or more than three years; and that there should be power to obtain an earlier discharge by good conduct and by earning a certain sum of money as wages in the colony. In some cases there might be advantage in the court giving an indeterminate sentence under which the colonist might be detained until in the opinion of the managers of the colony he was qualified for discharge. The Bill of 1904 provided for persons being committed to a labour colony for a period not exceeding 12 months, on their own application to a magistrate. We do not make any proposals on this point: the labour colonies we suggest are for habitual vagrants, and we think it desirable that this class should be kept apart from voluntary entrants.

Lamb, 6134,
6254.

287. *Contribution towards Cost.*—As it is clear that the internment of a number of vagrants in labour colonies would materially reduce the prison population, it is right that the State should pay a substantial part of the cost; and it is also in our opinion right that local rates should pay a part, in consideration of the relief afforded to the locality by the removal of the vagrants, who, if they were not in the labour colony, would probably be frequenting casual wards and cadging on the people of the locality. If the local authority themselves establish the colony and maintain it, some proportion of the cost of maintenance should be repaid from the Exchequer.

Torr, 10280.

288. We feel that the question of the proportion which should be paid by the Exchequer is one for the consideration of the Treasury and the Home Office; but it may be of assistance hereafter if we express our opinion on the point. It seems to us that the simplest arrangement would be for these Departments

to settle on a fixed sum per week, which would represent a fair contribution in respect of maintenance in a labour colony. In arriving at this sum consideration should be paid to the dietary which the Central Authority prescribe for labour colonies and the value of the work likely to be done by the inmates. In our view it would be equitable that where the colony is under private management the State and the local authority should each bear one half of this contribution, and that the State should pay the same amount when the local authority itself manages the colony. We think that the contribution should not be so large as to cover the gross cost of maintenance ; for instance, a margin should be left to be made up by the colonist's labour ; this would be an inducement to the authorities of the institution to keep the men fully employed and to get the best work out of them. We would suggest that where a private colony receives contributions from public funds there should be some official audit of their accounts relating to the disposal of the money.

Carlile, 8109.

Simpson, 1218.
Lamb, 6358.

289. *Incentive to Work.*—It is an essential condition that the utmost care should be taken to prevent the life in a labour colony holding out either for the tramp or the working man such attractions as might encourage the latter to embark on a career of vagrancy or the former to continue in it. As we have already remarked, the vagrant's standard of comfort is lower than that of any other class of the community ; and it falls far below the standard reached by the majority of criminals when at large. No doubt the prospect of real work for perhaps two or three years would in any case be some sort of deterrent to the vagrant whose whole object now seems to be to avoid work, but we also consider it very desirable that the diet should not form an attraction. The dietary in some rate-aided institutions is often much superior to that which can be obtained by the independent labourer. An institution intended for habitual vagrants should not be open to this objection.

290. In the next chapter we make definite recommendations, to which we attach great importance, as to the diet in labour colonies. If these are adopted, the dietary will afford a means of encouraging or inducing the colonist to work and conduct himself properly. We realise the futility of establishing labour colonies for the reformation of the habitual vagrant unless some means can be devised of making him work : and it would be undesirable to have to resort to constant punishment to enforce the performance of the daily task. The punishments too would be limited ; bread and water diet could not be given continually, and confinement to a cell would probably soon lose its effect. Compulsion, therefore, would in some cases be impossible, and the inducements to good conduct and industry which are held out to the inmates of prisons, such as letters or visits from their friends, classification indicating superiority of some kind and so on, would scarcely appeal to the majority of the inmates of a vagrant colony. We believe that the best and simplest method of securing the desired end would be to allow the colonists to earn by industry and good conduct small sums of money, a portion of which should be retained until their discharge, and a portion handed over to them weekly to spend, if they like, at the canteen of the colony in the purchase of extra articles of food, tobacco, etc. ; and the accumulation of a certain amount of earnings might afford an opportunity for earlier discharge. This system works well at Merxplas, and we see no reason why it should not have a similar effect in this country. It may be possible also, as we suggest later, to encourage workers by some system of grading or classification. The knowledge that only by industry and good behaviour can any privilege be obtained can hardly fail to be beneficial.

Crooks, 5371.
Fenwick, 10626.

Torr, 10219.

291. *Economy.*—Another point to which we attach great importance is that in the establishment and management of labour colonies any tendency to extravagance should be avoided. A voluntary agency would of course have a free hand in the establishment of a labour colony, as the expense would be payable by them, and their receipts from the public funds would be limited to the contribution paid in respect of vagrants committed to their colony. But where a local authority seek to establish a labour colony they should be required to show that it is necessary and that adequate arrangements cannot be made with some existing colony. The Central Authority, before giving sanction to the proposal, should also be satisfied that the site proposed is a suitable one and that

the price to be paid for its hire or purchase is moderate. Where possible, waste lands should be utilised. Again, in the erection of buildings and in the general conduct of the colony all unnecessary expenditure should be avoided.

292. Labour colonies for vagrants should be organised on a far cheaper scale than, for instance, existing prisons are. Both the cost of erecting and the cost of maintaining prisons depend largely on the necessity of making escape impossible. In the case of labour colonies much expense in the way of buildings and staff can be saved by adopting the view accepted at Merxplas, that it is not worth while to go to great expense in preventing the escape of the inmates. If a colonist escapes and is able to support himself without coming within the reach of the law, his escape from the colony is no matter for regret ; if he breaks the law and comes again before a magistrate a proper system of identification will insure his being sent back to the colony. If the detention is intended not so much as a punishment, but rather as a means of restraining the vagrant from his debased mode of life, the risk of his escaping need not be regarded so seriously as in the case of a criminal committed to prison to expiate his crime. The object of having a detachment of soldiers at Merxplas is, as we understood, not to prevent escapes, but to deal with any outbreak which might occur among the 5,000 colonists. At the same time we think that reasonable precautions should be taken to guard against escapes, and we suggest that, as in the Swiss forced labour institutions, the colonist should be required to wear a dress which is distinctive, even if not conspicuous. In our opinion it would probably be sufficient if the dormitories were enclosed by a wall : the escape of colonists while working on the land could usually be prevented by the assistants. We deal in Chapter IX. more fully with the question of buildings, but in matters of staff also and the general arrangements of the colony we think that economy should be studied, and we suggest generally that some effective checks should be imposed to prevent any waste of public money in connection with the labour colonies.

293. *Number and Classification of Inmates.*—The Swiss colonies are generally small, the number of colonists in the largest colony not exceeding 200. In Merxplas the inmates number over 5,000, but it should be remembered that this institution is difficult of access and remote from any centre of population. We are strongly of opinion that for a labour colony in this country such a number of inmates would be too large for efficient administration. The massing together of so many men of a low class would constitute a public danger, and render classification difficult and the work of reformation almost impossible. We think that, as a general rule, the number of inmates of a colony should not exceed 500 : with a larger number the difficulties of management and classification would be very great. On the other hand, very small colonies would be more costly, and it is not desirable that these institutions should be unnecessarily multiplied. The number, however, in any one colony must depend on the particular circumstances. We would suggest that the Secretary of State before issuing his certificate should require to be satisfied of the number of inmates for whom provision could be made.

294. Some witnesses have suggested that the colonies should be graded so as to afford an opportunity for the improving man to be moved into a higher class, where he would receive extra privileges, and that there should be classification of inmates according to character. We agree that any measures that would help in the reformation of the men should be adopted, and if it is likely that the moral training would be furthered by having a series of grades in which a man can rise by good conduct and fall by bad conduct, we are of opinion that so far as possible grades should be introduced. Similarly, we think that some system of classification is clearly desirable so as to prevent the improvable cases mixing with the hardened vagrant or criminal. It seems to us, however, that at the start it will be difficult to lay down any definite rules on this point. When labour colonies have been in working for some time and experience has been obtained, it will be more easy to decide to what extent definite grades and classification can be required ; but we deem it essential that the managers of a labour colony should be left to a considerable extent with a free hand at the commencement of the new system.

Brooks, 5213.

Motion, 6590.

Brown, 953.

Hutton, 4084,
4152.
Carlile, 8123.
Loch, 8799.
Torr, 10174,
10213.

Brooks, 5107.
Paton, 5288-95.
Hutton, 4097.
Peacock, 7779.
Carlile, 8101.
Loch, 8726.
Torr, 10179,
10184.

295. *Value and Character of Colonists' Work.*—The opinion is held by many that a labour colony can be made a paying concern. It is frequently urged that if able-bodied paupers, unemployed men or even habitual vagrants, were put on the land they could easily pay for their maintenance, and even perhaps afford a profit.* It is as well to say at once that so far as we can judge there is no justification for this opinion. The evidence and information before us point strongly the other way. Mr. Brooks, manager of the Lingfield colony, admitted that a considerable amount of harm may be done by the suggestion that profits can be made from labour colonies, and he said that a farm training colony would not pay its way "under any management in the world," and that all reformatory work must be costly. Speaking of gardening work he said, "it is very difficult to make it pay by skilled labour now, and by these men it could not possibly be made to pay." He agreed that a plough and a couple of horses would probably do more work in a day than all his colonists in a week. The farm colony at Lingfield is well-managed and is worked on strictly economical lines, but it shows considerable loss. So does the Salvation Army colony at Hadleigh. Abroad, as we have already indicated, the experience is much the same except perhaps in some colonies in Switzerland; and the general conclusion at which we have arrived is that no agricultural labour colony could be managed in this country except at a considerable loss, though in proportion as the industrial work is developed it may be possible to reduce the loss. At Merxplas and in some of the German "workhouses," where the work is largely industrial, the net cost per inmate is, as we have already shown, very small.

Brooks, 5167-72.
Carlile, 8193.
Lamb 6316.
Brooks, 5282-3.

296. The question as to what would be the actual value of the work done by the inmates of a vagrant labour colony in this country is a very difficult one. The experience of the prison authorities is not of much assistance. On the one hand, as a worker, the average vagrant must no doubt be of less efficiency than

* The Select Committee on Distress from Want of Employment (1895-6) took a good deal of evidence on the subject of farm and labour colonies as a means of dealing with the unemployed. The Committee considered that such colonies under State guarantees would not afford a remedy for the evils resulting from want of employment. The main considerations that influenced them in this opinion were:—

1. Want of employment, which can be provided for with difficulty, generally occurs in large centres of population amongst men who know little of country life, and who would for the most part be inefficient workers on the land. Such persons would probably have great objection to take up work of this description. Your Committee have been informed that not more than 25 per cent. of the unemployed would be suitable for agricultural labour.

2. It could not be expected that a farm colony manned by persons of this class could be carried on except at a loss. Financial failure is not uncommon in farming carried on under skilful management and with efficient trained labour. The losses upon a farm colony recruited from the ranks of the unemployed would probably be heavy and continuous.

3. Experience shows that farm colonies tend to become the resort of the idle and vicious, to the exclusion of the efficient and deserving. In the German free labour colonies 76 per cent. of the inmates have been at one time or other in prison on charges of begging, vagabondage, and drunkenness. The respectable unemployed workman will not associate with these persons, and therefore avoids the colonies.

4. In the winter, when the demand for employment is usually greatest, comparatively little labour can be applied to the land, if, indeed, frost does not render it entirely unworkable.

5. In order to furnish work for the colonists during the winter and inclement weather industrial pursuits other than agriculture must be undertaken in the colony. Owing to the relative inefficiency of the persons so employed it is improbable that their labours would prove a source of profit.

6. It would be difficult to make a farm and labour colony self-supporting, and independent labour might reasonably complain if the produce of such a colony supported by rates or Imperial funds were placed upon the market in competition with the products of their own industry.

7. It is difficult to deal with the unemployed married man in these colonies. To separate him from his family has obvious disadvantages, while the difficulties of administration would be considerably increased if the families of colonists were accommodated in the colony.

8. The better class of unemployed who would make the best colonists would naturally avail themselves of the earliest opportunities to return to their own employment. For the most part such persons would remain but a short time in the colony. Again, unsettled and shiftless persons of the class known to Poor Law administrators as "the ins and outs" may be expected frequently to seek discharge and re-admission. These changes would tend to increase the cost of management.

9. Notwithstanding the establishment of farm and labour colonies on the largest scale in Germany and Holland, the municipal authorities experience a demand for employment. In Mr. Llewellyn Smith's words: "The German labour colonies have not practically touched the question of fluctuation of employment in Germany."

the average prisoner, as he will usually have been inured to a life of idleness and shiftlessness, while many prisoners are excellent, and some quite first-rate, workmen ; but, on the other hand, there would be the advantage that the inmate of the labour colony would be under detention for at least six months at a time. The great difficulty in the way of obtaining useful labour from prisoners in local prisons is that 94 per cent. of the males and 98 per cent. of the females are under sentences not exceeding three months, the average length of sentence being thirty-four days for males and twenty-four for females. This does not, of course, apply to convicts under sentence of penal servitude, but in their case the admixture of men of exceptionally violent or determined character raises difficulties in the way of the organisation of prison industries which would hardly exist in the labour colonies. The Report of the Prison Commissioners for the year ended 31st March, 1905, shows that the average annual earning of an inmate of a local prison is £11 16s. 5d., and of a convict prison £24 18s. 11d.

297. The other institutions with which the proposed colonies have been compared, namely, inebriate reformatories and reformatory and industrial schools, can scarcely be taken as a guide in this respect. The latter are schools of apprenticeship for the young. With regard to the former it must be remembered that most of them are still in their infancy, and the managers have not yet had sufficient experience to guide them in turning the capacities of the inmates to the best advantage ; that the largest has an average daily population of less than 200, and most of them have less than 100 inmates ; that the majority of persons committed to them are women, and that all have impaired their powers of work by persistent drunkenness. In none of these institutions therefore can it be reasonably expected that the work done by the inmates will ever go far towards paying the cost of their maintenance.

298. It is impossible to ascertain with accuracy what is the money value of the work done by men at the existing colonies in this country. But even if this were known, no comparison could usefully be drawn between philanthropic institutions to which selected cases are sent for the purpose of reformation and which have no legal power of compulsion, and places to which habitual vagrants would be committed under sentence by courts of law. We do not suggest that the success of a colony should be estimated solely by the money value of the work done there ; but though we place the training of the "work-shy" loafer in habits of industry as the most important object to be aimed at, we think that in a well-managed colony a not inconsiderable percentage of the inmates might, after a short period of detention, be made to earn a substantial part of the cost of their maintenance.

Dawson, 3751-3.

299. Apart from the fact that agriculture alone would not pay, the experience of labour colonies is that agriculture could not be relied upon as the sole employment for the colonists : on wet days throughout the year, in frosty weather, and, indeed, during a great part of the winter, but little farm work could be carried on ; again, some of the colonists would be quite unfitted for work of this character ; and, lastly, there would be difficulty in disposing of the surplus agricultural produce without affecting outside industries.

Torr, 10205.
Dawson, 3885.
Brooks, 5188.
Paton, 5112.

300. Everywhere the managers of colonies have found it necessary to establish workshops and various kinds of indoor industries in addition to work on the land, and it seems clear that the organisation of indoor industries must take the foremost place in a colony if employment has to be found for a large body of colonists all the year round. It is of course desirable that a colony should be as far as possible self-supporting ; that is, it should erect its own buildings and produce all the things it requires. If a colony produces goods in excess of its own requirements it must dispose of them outside, and then comes in the question of competing with independent labour. It is expedient as far as possible to avoid such competition ; but if the colony does not compete with outside labour, then it is only fair that outside labour should not provide goods or do work for the colony.

301. Mr. Torr, who has carefully investigated the working of the Belgian colonies, stated his views on this question as follows :—

‘My point is that you must either isolate outside labour as a whole, and let the colony provide for itself entirely, in which case you may rightly say, ‘You must not sell anything in the outside labour market’; but you have no right—as is being done now—to say to the colonists, ‘We will do a lot of work for you, in the shape of making your clothes, building your house, grinding your corn, and sending it in as flour, but you must not do any work for us.’ If the outside labour sends into the colony, the colony must send out to pay for its purchases, but if, on the other hand, you start the colonies, or develop them, on what you may call a communistic basis, so that they do everything for themselves, then you may quite easily insist that they shall sell nothing outside I should like to see them entirely cut off from the open market, and be entirely self-supporting communities, subsisting by their own exertions . . . if they can produce more than they consume, they are more than self-supporting; the whole mischief of these places is that they cannot produce as much as they consume, and that is why the outside world has to help them.’

We are inclined to agree generally with these views; but, as we have already stated, we do not think that any colony can be made absolutely to pay its way. As Mr. Torr says :—

10234.

“However you start these colonies, however much they produce, outside labour will always have to pay something for them.”

302. We think that conflict with outside industries might be avoided to a large extent by one colony supplying another with goods which it was specially fitted to produce. For instance, one colony, on account of the soil might be able to make bricks cheaply, and in sufficient quantities for all the other colonies. Again, proximity to a stream might enable another colony to establish mills of various kinds. And it might be possible to start new industries which would not interfere with existing interests. This was done at Merxplas, where the button-making industry was started for the first time in Belgium. Mr. Preston-Thomas in his evidence suggested the making of straw cases for wine bottles as a useful occupation for men who were not able-bodied, which would affect no English industry, and no doubt others could be discovered. For instance, the sorting of rag and paper from refuse heaps would be a remunerative occupation. Possibly certain goods required by the Government, such as boots for the Army, might be made in labour colonies. Care must be taken that when goods are produced by a colony for sale, the independent producer is not undersold. It is important that industries of a useful kind should be established in the colony so that the work might be an encouragement to the colonists and that there might be work for all. Land reclamation and the erection of buildings would provide a useful occupation at first, but after this had been accomplished there would be the greater necessity for other industries.

Preston-Thomas, 8331.

303. *Cost of Maintenance.*—The net annual cost of prisoners in this country (including staff, maintenance, and buildings) after making allowance for labour is about £23 in local prisons, and £27 in convict prisons; at Hadleigh and Lingfield the cost is greater, but in these institutions there is no power of detention. In many of the forced labour institutions abroad the net cost per inmate, as we have shown, is very small; and we think that under the scheme that we have suggested, if due regard is paid to economy, it will be possible to maintain the habitual vagrant at an expenditure but little exceeding that incurred abroad. At present pauper cases are sent to Hadleigh and Lingfield at a charge of 10s. 6d. per week, which is reduced after three months to 7s. The dietary we propose in the next Chapter should effect a saving of about 3s. or 4s. weekly on what has hitherto been thought possible in this country; and this, coupled with the fact that the colonists will be detained for a considerable time and made to work, justifies us in the hope that the net cost of a colonist—and on this the contributions should be based—should not in the long run exceed 4s. or 5s. weekly. In considering the question it is necessary to remember that at present the habitual vagrant, whether as beggar or as inmate of casual wards or prison, is a continual source of expense to the community. It is at least possible that the scheme which we propose for the detention of this class may be found on the whole less costly than the existing system.

304. *Inspection.*—We have recommended that labour colonies for habitual vagrants should be subject to inspection by officers appointed by the

Secretary of State. We attach great importance to this inspection ; it should be regularly carried out and there should be an opportunity for the colonists to appeal to the Government Inspector much in the same way as in prisons. But we do not wish that these inspections should result in the labour colony being regarded in the same light as a prison ; it would be essential for the success of the new institutions that the managers should not be crippled by too restrictive regulations, but that they should be judged by results rather than by incidental details, and it is especially desirable in the interests of economy that the cost of administration should be reduced to a minimum.

305. *State Colony*.—Although we have recommended that labour colonies should be established and managed by county councils and voluntary agencies rather than by the State, we are of opinion that it may be necessary to have at least one institution under State control. It will no doubt be found that certain of the habitual vagrants will not be amenable to the discipline of the ordinary labour colonies, or from their repeated escapes and recommitments will need a more severe treatment. We would suggest that instead of sending such cases to a prison, a labour colony of a penal type should be established by the State. This State labour colony should be conducted generally on the lines of the ordinary labour colony, except that the discipline enforced should be more severe and that escapes should be more carefully guarded against. It would also be necessary to secure that it did not possess attractions over the ordinary colonies, either in diet or other respects.

CHAPTER VIII.

DIETARY FOR CASUAL WARDS AND LABOUR COLONIES.

306. On the general question of dietary we have received valuable assistance from Sir Michael Foster, late Secretary of the Royal Society, whose great authority in such a matter will be recognised on all hands, and from Dr. Hopkins, Reader in Physiology at the University of Cambridge. The latter in his evidence described to us the principles governing food standards, and Sir Michael Foster has supplied us with a Memorandum on this evidence. Some notes on this subject by Dr. Downes are also printed in the Appendix.

Appendix
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307. It appears that our knowledge of actual food requirement is at present in a somewhat transitional stage. Recent studies by careful and competent observers indicate that the standards hitherto laid down by science are in excess of actual needs and should accordingly be re-considered. Dr. Hopkins, indeed, thought that the recent work in this field may render expedient some re-consideration of prison and workhouse dietaries generally. As regards certain of the more costly constituents of food there is reason to believe that a considerable diminution from the accepted standards may be effected not only without harm but with distinct gain in physical efficiency. With a further increase of exact knowledge it may be possible to define more closely the requirements of dietaries for the purpose we have in view, but for the present we think that the standard proposed by Sir Michael Foster may be adopted as a guide to the average allowance of food which should be given. This requires a daily amount of food equivalent to about 2,500 calories * in heat-producing value and containing about 55 grammes of proteid, or nitrogenous constituents, as a minimum for a man doing "a fair day's work," but Sir Michael Foster in considering more particularly the case of a labour colony suggests that it would be politic to increase this to, say, 70 grammes or more of proteid, and 3,000 calories. On this basis we will proceed to consider the diet necessary for use in casual wards and labour colonies.

Hopkins
10871.

Casual Wards.

308. In Chapter IV. we have referred generally to the dietary at present in force in casual wards, and we have indicated that there is considerable variation in different unions. In the Appendix details are given as to the various alternative diets now allowed by the Orders of the Local Government Board, and it will be seen that these diets differ widely in attractiveness and in nutritive value. We have shown elsewhere our views as to the necessity for consistent treatment of the inmate of the casual wards, and we think that the same principle should apply to matters of diet. We therefore recommend that there should be one uniform and definite diet for this class laid down and adhered to throughout the country. If our proposals for the transfer of the management of casual wards to the police are adopted, the question of the dietary would become a matter for determination by the Home Office. The actual scale would, no doubt, be fixed on expert advice, but we think it right to state our views on the subject and to indicate the general considerations which, in our opinion, should govern the allowance of food.

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309. The food given should be simple, unattractive and cheap; and it should be such as may readily be stored and issued for the use of daily fluctuating numbers or may easily be prepared and served. These conditions are essential to facility and economy of management. The necessity for cooking should be reduced to a minimum, and to this end we suggest that porridge and gruel which are now largely given in casual wards should be omitted from the dietary, but we think some hot food should be given with at least the evening meal. It is important that the diet allowed to the man who uses the casual wards should be sufficient and complete in itself, so that on this score there should be no excuse for begging or for casual almsgiving, and for this reason we consider that the man leaving the casual ward in the morning should be enabled

* This is the 'large calorie' (kilo-calorie) or the measure of heat required to raise a litre of water 1° Cent.

to obtain a mid-day meal. We suggest in Chapter V. that the holder of a way-ticket should be supplied with his ration of bread and cheese on leaving the casual ward in the morning, while the man who has no way-ticket should receive an order which would enable him to obtain his bread and cheese at some specified place (preferably a police station) in the direction towards which he states he is travelling. In the Appendix will be found details of a dietary prepared by Dr. Downes, which seems to us to meet the conditions we have mentioned. Under this dietary the food would be the following :—

Breakfast.—Bread, 8 oz. ; margarine, $\frac{3}{4}$ oz. ; cocoa (made with cocoa husk), 1 pint.

Dinner.—Bread, 8 oz. ; cheese, $1\frac{1}{2}$ oz.

Supper.—Bread, 8 oz. ; margarine, $\frac{3}{4}$ oz. ; potatoes (cooked), 6 oz.

Salt, 1 oz. per 5 men daily.

The food in the above dietary would at present contract prices cost about s. $7\frac{1}{2}$ d. per week, and would provide in food-value 2,500 calories with 63 grammes of proteid daily. By using porridge or gruel it would be possible to supply this value at a lower initial cost for food, but this would involve increased cost and difficulty in preparation and service. To meet the varying requirements of different men, we recommend that arrangements should be made as far as possible for the service of a portion of the bread according to appetite, as is now the practice in workhouses, and some discretion might be allowed to the superintendent of the wards to issue extra bread if necessary.

310. We have suggested that women and children on tramp should be received into the workhouse instead of the casual wards. In that case we think they should receive the ordinary workhouse diet. In cases where the arrangements for the reception of women and children in casual wards are temporarily continued, a diet similar to that prescribed for men should be given to the women, but they would ordinarily need about 4 oz. less bread daily than men. Young children received in a casual ward should be given a milk diet as at present, while older ones should have a diet similar to that for women.

Labour Colonies.

311. We attach great importance to a carefully devised scheme of diet in labour colonies. In fact we regard this as a keystone of the system for the initiation and maintenance of habits of industry and of discipline. We recommend that a dietary should be settled by the Home Office which should apply, with such variation as different circumstances may require, to all labour colonies for habitual vagrants whether managed by voluntary associations, by local authorities or by the Prison Commissioners. We contemplate that the men will be actively employed on productive labour, in the open as much as may be possible ; that each man will have direct and tangible advantage in proportion to his industry ; and, further, that healthy recreation will be provided and loafing prevented. In such conditions the depressing influences of loss of liberty may be minimised or avoided, and the dietary may be considered from a different standpoint from that of ordinary places of detention. The public may rightly demand that the habitual vagrant shall be maintained at as low a cost as possible. But apart from the question of cost, it is necessary that the ordinary diet should afford no attraction to the vagrant.

312. The system we suggest is that a diet of very plain food should be allowed to each man, and that it should be open to him to supplement this by means of work and good conduct ; thus, alternative rations of a more attractive kind might be given to those who work well, or a canteen might be provided at which, with tokens earned by the colonist, purchases might be made of articles such as bacon, cheese, dry fish, dripping, jam, tea, tobacco, etc. These should be obtainable at cost price, and arrangements should be made enabling a man to have cooked, or to cook for himself, any extra food purchased by him. The portion of a man's earnings which would be requisite for this purpose need be very small. We consider some arrangement of this kind

indispensable as an inducement and stimulus to good work. On the other hand, exclusion from privileges of this kind as a punishment, would be an effective instrument of discipline; while, as an auxiliary of diet, the canteen would be of real benefit to the worker.

313. The diet which the colonist should receive, apart from what he could earn by his work, should in our opinion be simply sufficient for subsistence. Particulars are given in the Appendix of a dietary which we consider would be suitable. The cost of the food would, at present contract prices, be about 1s. 4½d. per head weekly. The diet would be as follows:— Appendix XXIX.

Breakfast and supper:—

Bread, 8 oz.; cocoa (made with cocoa husk), 1 pint.

Dinners for a week:—

Two days—Bread, 8 oz.; pea (or lentil) soup, 1 pint.

Two days—Bread, 6 oz.; cheese, 2 oz.; potatoes (cooked), 6 oz.

Two days—Bread, 2 oz.; broth, 1 pint; suet pudding, 12 oz.

One day—Bread, 8 oz.; stew, 1 pint.

Salt for table: 1 oz. per 5 men daily.

314. This diet would furnish a daily allowance of about 2,236 calories with 66 grammes of proteid. The substitution of a pint of oatmeal gruel for the cocoa-husk drink at supper (which would cost an additional 1d. per week) would raise the diet to a value of 2,500 calories, with 73 grammes of proteid, which is in excess of the minimum standard allowed by Sir Michael Foster. It would be well that the men should learn to live thriftily, and to show how little need be expended in order to supplement the minimum diet, it may be mentioned that 2 oz. of good cheese, which at 6d. per pound should cost ½d. at the canteen, would afford about 240 calories and 15 grammes of proteid; and for ½d. a man should be able to purchase 2 oz. of dripping, with about 500 calories of food-value. That is to say, the very moderate outlay of 1½d. per day would suffice to secure additions which would bring the diet up to a value of 3,000 calories with 80 grammes of proteid.

The regular meals should ordinarily be served in one or more common dining-halls, and a portion of the bread should be served according to appetite. The dietary of the sick should be left to the discretion of the medical officer, and it would be desirable that he should also have a discretionary power, as in workhouses, in exceptional cases or circumstances.

315. In some of the existing farm colonies in this country the cost of food is estimated at from 4s. 6d. to 7s. per week. It will be seen that the dietary we propose will cost about 1s. 6d. per week, and we recommend that in any grant or payment from public funds in respect of the maintenance of habitual vagrants in a colony the proportion allowed for food should not exceed the cost of the amount actually required for the subsistence diet. It is not only important that the expense of the labour colony should be kept low, but by a careful limitation of payments from public funds the management should be stimulated to watchful regard for productive industry in order that their work may be conducted on sound principles.

316. The outstanding feature of the dietary we suggest is that while it is sufficient, it is cheap and unattractive. By means of it labour colonies could be managed in this country on less expensive lines than has hitherto seemed possible, and with a far greater chance of success in obtaining work from the inmates. Similar systems are in force abroad and have been found to answer.

CHAPTER IX.

COST OF BUILDINGS.

317. *Casual wards*.—In the course of our Inquiry we have had our attention drawn to the question of the cost of buildings. As regards the existing casual wards which have been built by boards of guardians at the cost of the poor rates, we have been furnished by Mr. Kitchin, the Architect of the Local Government Board, with particulars as to expenditure incurred in recent cases. We have been struck with the great diversity in the expenditure; in many country districts the cost is comparatively small; for instance, at Tavistock and Horn-castle the cost of the casual wards per head in accommodation provided, was only £33, at Kettering the cost was £48 per head, at Farnham £55, and at Warwick £52. But in some instances in London, and in a few of the larger towns, the cost has reached a very high figure. Thus at Leeds it was £154 per head, at Newcastle £145, and at Stockton £163; while in London, the Paddington casual wards cost £195 per head, Poplar £219, and Hackney no less than £346, the total cost of the wards in the last mentioned case being £36,710. The estimate of the proposed wards for Bethnal Green, of which the plans have recently been approved by the Local Government Board, works out at £261 per head. Mr. Kitchin puts the average cost in the country at £60 and in London at £150. No doubt the expense of building is necessarily higher in the larger towns than in country districts, and in London the stringent requirements of the London Building Act as to fire precautions and drainage are responsible for an increase in expenditure; but, giving all due regard to these points, it seems to us that in certain cases the cost incurred is excessive and altogether disproportionate to the objects intended to be secured.

318. In London the cost of the casual wards is a charge on the whole Metropolis, and, subject to the sanction of the Local Government Board, the expense is paid out of the Metropolitan common poor fund. It is difficult to avoid the conclusion that this system is an inducement to extravagance. The Local Government Board, it appears, carefully watch expenses chargeable to the fund, but there is a difficulty in restricting the expenditure of any particular board of guardians. Mr. Kitchin admits that the provision for vagrants in London is enormously costly, but he points out that it is not the requirements of the Local Government Board which are the reason of the large cost, as the Board have been satisfied in several cases with buildings which have cost less than £50 per head, and they have constantly made efforts to secure less expensive buildings. These efforts have failed, and it seems to us that the system under which sanction is given for expenditure of this kind in London needs reconsideration. We are of opinion that it is most important that where one district has the power of spending money raised by other districts, there should be ample checks to prevent extravagance, and that, generally, restrictions should be applied more stringently than when it is a question of expenditure falling only on the particular district for whose benefit it is incurred.

319. It will be seen, however, that it is not only in London that the cost of casual wards is excessive. The sanction of the Local Government Board is required to all expenditure on such buildings, but Mr. Kitchin says: "it is much easier to make out a case for expenditure than to make out a case for economy," and if the local authority want to spend money it is difficult to check them. We are informed that it is the practice for the architect to a board of guardians to be paid a commission of 5 per cent. on the expenditure on buildings; the greater the expenditure therefore, the greater is his commission, and it does not seem to us that this system is an inducement to economy. Mr. Kitchin stated his views as to the position of the ratepayers as regards expenditure on poor law buildings as follows:—

"I think the ratepayer is in a very obscure position as regards the cost of buildings that he has got to pay for, and I do not think the ratepayer is fairly treated in many respects. These schemes are very often undertaken merely on architects' estimates. The local authority has sufficient money sanctioned to proceed with the scheme, and by the time the scheme is finished perhaps there is an increase of thirty or forty or even fifty per cent. on what the ratepayer supposed he was in for."

320. If our proposal for the transfer of the care of vagrants to the police authorities is adopted, the erection of any new casual wards in the future will be a matter for standing joint committees and watch committees. But whatever body is concerned we consider it important that the Central Authority should do all in their power to secure that no unnecessary expense is incurred, and that only buildings of a simple kind are erected. The suggestion that some limit of expenditure in the case of casual wards should be fixed seems to us to be worthy of consideration, and we think that the Central Authority, whether it be the Home Office or the Local Government Board, might also exercise an effective control by refusing loans for expenditure which appears at all excessive. Kitchin, 10136-9.

321. *Labour colonies.*—In Chapter VII. we have already touched on the subject of economy in the labour colony. In the case of labour colonies established by a local authority, we think it very desirable that economy in buildings should be practised by the local body and enforced by the Central Authority. The experience of the Hadleigh and Lingfield colonies, as well as the Laindon colony of the Poplar guardians, shows that it is not necessary to incur a large expenditure in order to provide adequate accommodation. We consider that the initial buildings of a labour colony should be of a cheap and temporary character ; later on, more permanent accommodation might be provided by the labour of the colonists, when it is seen how the colony is likely to develop. At Merxplas all the buildings have been erected by the colonists. Brooks, 5129-45.
Crooks, 5481.
Carlile, 8115,
8124.
Torr, 10274.

322. In a labour colony it is necessary to avoid the heavy expense which is now often incurred in the provision of public buildings. Mr. Kitchin has furnished us with a sketch plan of buildings for a labour colony to accommodate 119 inmates at an approximate cost of £6,396. This provides ample accommodation at a cost of about £53 per head, even if it is necessary to call in outside labour for the purpose. But in our view permanent buildings should not be erected at the start, and as much work as possible should be done by the colonists themselves. It may be necessary in some cases to remove the colony to another place, and this is an additional reason for having temporary buildings. It would seem desirable that buildings for a labour colony should be exempt from the operation of the local bye-laws, so that any unnecessary expense in order to comply with restrictive conditions might be avoided. Preston-Thomas, 8476.
Kitchin, 9899.
Appendix XXXI.

323. At present it seems to be the tendency on the part of local authorities, generally, to erect elaborate and costly buildings without due regard either to the class for whom they are intended or to the burdens already borne by the class on whom the cost will fall. Whether the buildings are paid for out of loans or not, the rates have to bear the burden. Mr. Preston-Thomas says :— Lamb, 6379.

“Everything in England is done at such enormous expense. Things are done here on such a lavish scale ; whether it is spending money subscribed by the charitable, or money raised from the rates, or raised from the taxes, there are so many people whose great object seems to be to spend as much as possible and to do the work in as costly a way as possible. In Switzerland they are a thrifty nation, and I think they are thrifty in spending public money, just as much as they are in spending their own money.” Lockwood, 10461.
Preston-Thomas, 8439.

We are strongly of opinion that, as regards any buildings coming within our proposals, means should be adopted to protect the ratepayer from any expenditure that is not really necessary for the object in view.

CHAPTER X.

COMMON LODGING HOUSES AND SHELTERS.

Higgs, 1469,
1485, 1494.
Armstrong, 3079,
3161.
Poulton, 4692-3.
See pages 20-1

Howe, 2105.
Loch, 8639.
Peacock, 7960.

324. The general question of the control of common lodging-houses goes beyond the scope of our Inquiry and we are concerned with them only in so far as they are used by persons of the vagrant class ; but in the course of our Inquiry our attention has been drawn to certain matters in connection with these houses which call for notice. In another place we refer to the question of what proportion of the inmates of common lodging-houses are vagrants, and it is shown that a greater number of vagrants resort to common lodging-houses than casual wards. Some of the witnesses draw a contrast between the accommodation in the two institutions, from which it appears that while the casual ward is much cleaner and better conducted from a sanitary point of view, and provides free food and lodging, the common lodging-house is more popular with the tramp on account of the lack of restrictions and the fact that there is no task of work. In some districts it is the practice, if the casual wards are full, to give a vagrant who applies for relief a ticket on a common lodging-house. It seems to us that a system of this kind can hardly fail to be an encouragement to vagrancy. If at any time the accommodation in the casual wards is insufficient, we think that provision of a temporary nature should be made which will ensure that the relief given is accompanied by adequate restrictions.

Appendix II.

325. Outside London the law as to common lodging-houses is contained in the Public Health Act, 1875. Under this Act a house has to be approved and registered by the local sanitary authority before it can be used as a common lodging-house, and the authority has considerable powers of control, including inspection and the making of bye-laws as to the management of the house. The bye-laws can deal with the following important matters :—

- (i.) the regulation of the number of lodgers to be received into a common lodging-house, and the separation of the sexes ;
- (ii.) cleanliness and ventilation ;
- (iii.) precautions in case of infectious disease, and
- (iv.) generally the good management of the house.

Murphy, 5853.
Loch, 8637.

326. In London and some thirty other towns power has been obtained by local Acts to require an annual licence to be taken out. This requirement affords an opportunity for enforcing such improvements as the authority consider necessary, and we think it would be a great advantage if the provision applied to the whole of the country. In London the county council, who are the authority under the Common Lodging Houses Acts, 1851 and 1853, exercise an effective control, and the general standard of cleanliness and decency in the houses has been improved. Outside London, the control which sanitary authorities exercise over common lodging-houses varies greatly. In some districts the houses are not registered, and in many districts there is no inspection by the authority. Again, many authorities have not availed themselves of the extensive powers of control which they could obtain by means of bye-laws ; more than one-fourth of the urban districts and three-fourths of the rural districts, in fact, are without any bye-laws at all on the subject.

James, 7735.

327. In the following chapter we deal with the question of common lodging-houses as affecting the spread of disease by tramps, but speaking generally we think that local authorities should exercise a more efficient sanitary control over common lodging-houses. If the existing powers were used, and the power of annual licensing obtained, a much needed improvement in the condition of the houses could be secured. We also think there would be advantage in the police having access to the common lodging-houses. In London the right of entry is conferred by special provision and we suggest that this power should be made universal. Such a measure would greatly assist the general scheme which we propose for the control of vagrants by the police.

It is in London that the lodging-house system is most highly developed, and it may be useful to give some details of the conditions prevailing there.

The London Vagrant.

328. A considerable portion of the vagrant class in London frequent common lodging-houses and shelters. Detailed information regarding common lodging-houses in London will be found in the valuable memorandum prepared by Sir Shirley Murphy and in the evidence given by him and Mr. Jury. It will be seen that the charge for a night's lodging for single men is from 3d. to 1s., the most usual charge being 4d. to 6d.; the charge for single women is 5d. to 1s.; and for married couples the charge is generally 1s. The number of common lodging-houses in the county of London in 1904 was 451, with an authorised accommodation of 28,896 beds; in 1894 the number was 654, and the accommodation 29,827. The reason for the decrease in the number of houses is said to be that in recent years large houses have been erected in place of small ones; and the decrease in the number of beds is possibly due to the increase of tenement houses. As we have stated, the common lodging-houses in London are under the inspection and control of the county council* and appear to be excellently managed. Among them is a lodging-house which is the property of the council; this is rather a better class of house than most, and the charge is 6d. per night. At this house food is provided on the premises at a tariff approved by the council, and at many of the other houses, also, food is sold on the premises, the prices being extremely moderate. Appendix IX.

329. A considerable proportion of the inmates of the common lodging-houses are men who earn wages as dock labourers, porters, newsvendors, and occasionally artisans; their employment is intermittent, but many of them are permanent residents and cannot be regarded as vagrants in any sense. These regular inmates are, of course, preferred by the keepers of the houses; their beds are retained for them and they make the lodging-house their home. The occupants of the common lodging-houses are mostly males. Out of 23,381 inmates on the 17th February, 1905, only 1,935 were women; there were only 34 children. Murphy, 5645.

330. In addition to the ordinary common lodging-houses there are 23 "shelters" managed by charitable societies. They provide accommodation for 2,849 males and 453 females, at less than the ordinary rates. A few of these shelters are free; some belonging to the Church Army exact a task of work from the inmates instead of payment, and others which belong to the Salvation Army provide shelter and two meals for 4d. In the shelter the inmates, as a rule, are turned out in the morning, while in the common lodging-house they can remain all day. Mr. Loch says that the common lodging-houses exist on a demand, while the shelter creates a demand. Sir Shirley Murphy thus distinguishes the shelters from the common lodging-houses:— Loch, 8636.

"I think the difference between the shelter and the common lodging-house is that the common lodging-house keeper professedly carries on his business for the purpose of profit, and the shelter has been provided by people who put to the forefront a philanthropic object. Then again, the use of the house is a different one, because the philanthropic person provides poorer accommodation than the ordinary lodging-house keeper does who has to depend upon the attractions of his house for his success in his business. This is most conspicuous in the bed accommodation that is provided. In the ordinary common lodging-house the bed consists of a small iron bedstead, a straw mattress, palliasses, blankets, sheets, and a pillow. In the shelter the accommodation is very often very inferior. It consists of a wooden bunk lying upon the floor; the lodger sleeps on a mattress covered with American cloth, and has an American cloth apron to cover him, and sheets and blankets are not provided." Murphy, 5664, 5835.

* Previous to 1894 the Commissioner of Police of the Metropolis acted as the local authority. In that year his powers were transferred to the London county council by Provisional Order; but it was provided that any police officer of the Metropolitan police was at all times to have free access to a common lodging-house or any part of it.

Murphy, 5670. 331. An objection to the bunks is that the persons using them sleep in their ordinary clothes. Sir Shirley Murphy does not entirely base his objection to bunks on the grounds of health, but urges that those using them "ought to be taught, as far as it is practicable to teach them, to adopt habits and methods of life that are, under ordinary conditions, deemed to be proper for human beings." Another objection is that it is difficult to detect vermin in a bunk.

Jury, 5691. "It is a black bunk: on a white sheet you could see the vermin, but this is a black mattress; they wash it with some disinfectant, for they know there is vermin on it, and they scrub the floors with disinfectant. Of course they do cleanse the place, but at the same time a man goes away with the majority of the parasites on him, and he is still a pest and a nuisance to anybody he comes in contact with."

Murphy, 5669. Some of the shelters are fitted with what are known as "multiple bunks," which are bunks in tiers one over the other. These are considered open to objection as not affording sufficient means of ventilation.

Lamb, 7031.7186. 332. The Salvation Army shelters provide accommodation for about 2,400 persons. The charge for the night varies from 2d. for a bed only, or 4d. with supper and breakfast, to 6d. for the bed only. Each shelter is supposed to pay its own working expenses including the rent, and Mr. Lamb says that the shelters do pay as a whole. Where money has been borrowed or given to establish the shelter the rent charged against the shelter is fixed at a certain percentage on the loan or gift. It is stated that one of the objects of the shelters is to afford an opportunity of selecting men to be sent to the Salvation Army workshops or "elevators," and the colony at Hadleigh, and there trained for some useful work. During the two years ended September, 1904, only 137 persons were sent from the shelters to the colony; so that it would not appear that as feeders to the colony the shelters are of much value. We have no information that any considerable number of men were sent to the workshops from the shelters.

Carlile, 8014. 333. The Church Army deal with large numbers of the vagrant class by means of shelters (*e.g.*, the King's tent), receiving homes and labour homes. Mr. Carlile told us that for five months in the winter of 1904-5, 2,000 men were nightly received in the Church Army shelters, and in return for three hours' work were fed and given a bed. The cost to the Church Army per head was 4d. for a bed and 2d. for food, while the value of the work done was $\frac{1}{2}$ d. or 1d. The usual method of operation of the Church Army is through "receiving homes" and "labour homes": in the former a destitute person can receive relief on condition that he does some work, but he can leave when he likes. Selected cases are sent to the labour home on undertaking to stay for a certain time. They can have work for four months and can receive pay for three months. Adjoining the labour homes, the Church Army usually have a lodging-house at which the charge is 5d. or 6d. a night. These lodging-houses have accommodation similar to the ordinary 6d. common lodging-house, and are under the supervision of the county council.

8023-69. 334. There are several free shelters in existence, chiefly in the east end of London. The largest of these is Medland Hall, which is managed by the London Congregational Union. During the year 1904, the total of the admissions here came to 123,702, or an average per night of 339; an average of 93 per night were turned away on account of insufficient accommodation. During the year employment was found for 75 men. Bread and butter is given to each inmate of the shelter. On an average each inmate is admitted eleven nights in the year.

Crooks, 5465. 335. Vagrants who frequent shelters and the cheaper lodging-houses appear to belong to a lower class than the casual pauper and are much less clean. We may mention here that under the Cleansing of Persons Act, 1897, the borough councils in London are empowered to provide, free of cost, means for the cleansing of persons infected by vermin, but it appears that only three of the councils have made any special provision under the Act. In one of these cases, St. Marylebone, the cleansing station is near a

shelter and has been largely used. Other borough councils appear to have made arrangements for persons desiring to be cleansed to go to the casual wards, but the applications for this purpose have been few. There is no power to require the cleansing of a person who is definitely recognised to be verminous. Many of the persons who frequent shelters or sleep out are a distinct nuisance and source of danger on account of their filthy condition. Murphy, 5692-3.
Mulvany, 9645.

336. In Sir Shirley Murphy's memorandum will be found some interesting particulars as to the cost of living of the poorer inmates of common lodging-houses. It appears that a man can obtain lodging and food for less than a shilling a day, including a fair proportion of meat. Meat which is known in the East End as "block ornaments," that is to say, the outside pieces or trimmings which are cut off by the butcher when he wants to produce a more attractive surface, can be bought at 2½d. a pound. In the Victoria Homes, which are rather superior lodging-houses managed by a philanthropic society in the East End, a man can obtain a comfortable lodging and three good meals for 1s. a day.* The clothing worn by this class is also almost incredibly cheap. The following was the price of reasonably good clothes which were produced to us by Sir Shirley Murphy and Mr. Jury, viz., man's coat 8d., trousers 9d., shirt 3d., waistcoat 2d., socks 1d., cap 2½d. Boots can be bought from 8d. to 9d. per pair, but odd boots cost only 4d. or 5d. for a couple. Women's clothing, it appears, is equally cheap. Appendix IX.
Murphy, 5871-88
5889.

337. Existing conditions all help to make the life of a man of the vagrant class cheap and easy, so long as his standard of living is low. He can get a good or clean bed at a common lodging-house for 4d. or 6d., and three meals for another 6d. Or he can get a lodging of some sort and two meals at a Salvation Army shelter for 4d., or at certain times at a Church Army shelter for three hours' easy work. Or he can go to a free shelter and save his lodging money. His clothing, as we show, costs but little, and in a great town a shilling a day can easily be earned by cab-running, newspaper selling, begging and so on. 5900.

Effect of Shelters and Free Food Distributions.

338. Many persons who are convinced that it is morally wrong to give indiscriminate alms to a beggar are yet prepared to defend the distribution of free food or the institution of a free shelter. They do so apparently on the ground that the man who will seek a scanty allowance of free food at night must be in a condition of extreme poverty, and that the man who frequents a free shelter is without question destitute, and therefore a fit object of charity. It is not for us to discuss the ethics of the question, but we may safely affirm that the weight of evidence given before us points irresistibly to the conclusion that both free food and free shelters are demoralising to the recipients and a source of danger to the community. The harm that such institutions cause may be stated in various ways:—

1. That they encourage vagrancy by making it possible for men to lead an idle life;
2. That they attract vagrants into the towns and render the question of unemployment more difficult to deal with; †
3. That they demoralise the recipients and lower their standard of living; †
4. That they are a source of positive danger to the community.

* The tariff at this institution is as follows:—

Roast beef & potatoes	3d. & 4d.	Haricot beans	... ½d. & 1d.	Macaroni	... ½d. & 1d.
" mutton "	4d.	Various vegetables	½d. & 1d.	Fruit pie	... 1d.
Boiled beef	3d. & 4d.	Basin of soup	... ½d. & 1d.	Mug of tea	... ½d.
Steak pudding	3d.	Plum pudding	... 1d.	" " coffee	... ½d.
Irish stew	2d. & 3d.	Collage	... 1d.	" " cocoa	... ½d.
Meat pie	2d. & 3d.	Rice	... ½d. & 1d.	Pot of tea (fresh made)	1d.

Plate of cold meat, bread and pickles, 3d.

† Evidence was given before a Select Committee of the House of Commons in 1846 to the effect that night asylums attracted vagrants to the Metropolis and were otherwise demoralising (see para. 27).

The question is so important that it seems desirable to quote some of the witnesses on these various points.

Crooks, 5452-3.

339. *Encouragement to Vagrancy.*—Mr. William Crooks, M.P., was of opinion that the cheap or free shelters were an encouragement to the vagrant, and he said that under a better system of society he would like to abolish them. Sir Shirley Murphy and Mr. Jury were of opinion that the distribution of free meals attracted many of the ordinary inmates of the common lodging-houses. Mr. Jury said :—

Jury, 5731-2.

“The inducement of the free meal in the early hours of the morning will cause them to clear from the common lodging-house about half-past twelve or one o’clock . . . they simply walk out, and go to one of the depôts at Stepney, have some food, come back to Whitechapel in time and have some more, and then they will roam aimlessly about talking to one another or sitting in doorways until they are again entitled to go into the lodging-house, being old lodgers. They will stop out two or three nights and then stop in two or three nights.”

He thought, however, that a large percentage of those who receive the free meals are not common lodging-house or homeless people, but persons who stay out in order to get the soup :—

5735-7.

“they are perhaps hobbledehos who have just got out of the control of their father and mother . . . young fellows about twenty years of age, really over-grown boys who have simply got into the bad habit of stopping out; they get in company with other young fellows of the same age and decide to go and have some soup. It is part of the inducement to stop out that they can get some supper.”

Barnett, 5914,
5936.

340. Canon Barnett, who has had many years’ experience in Whitechapel, said :—

“Vagrants accumulate there because of the temptations of the shelters and the common lodging-houses . . . we count it as one of the great difficulties of poor law work in Whitechapel. . . . I think the shelters do encourage the class of vagrants at present.”

Motion, 6467-9.

341. The Scottish witnesses we examined agreed as to the effect of shelters and free food. Mr. Motion, parish clerk and inspector of Glasgow, said that the one free shelter in that city was always full, and added :—

“I have complained about that place frequently, and I have declared more than once that it should be burned to the ground because it creates a class.”

6481.

He said that in Edinburgh the same complaints had been made as to the soup kitchens creating tramps. As to the class of men who partake of the soup he said :—

6612.

“they are just the ordinary ins and outs, the tramp class, and not working men at all.”

In Scotland there is no system of casual wards, and in certain places it is the custom for the police to give accommodation to destitute wayfarers in the police cells. Mr. Stevenson, chief constable of Glasgow, during a conference with certain members of our Committee, stated that his experience in Glasgow was that shelters and charitable institutions attracted large numbers of the vagrant class to the city who came in and “dried up the charity.” He said that, if a man found he could come to a shelter night after night, he earned just enough during the day to provide food. His view was that shelters did harm economically and were the wrong way of dealing with people of this class.

Lamb, 7444-8.

342. Mr. Lamb agreed that the provision of easy shelters and free meals made it possible for the sleeping out class of vagrants to continue their existence, though he thought that shelters and free meals must continue under existing conditions.

Mr. Peacock, chief constable of Manchester, agreed that the provision of free shelters and free food makes things easier for the loafing class; and he said that it was proved beyond a doubt that a free shelter opened in that city with accommodation for 300, where food was given, took the people out of the common lodging-houses;

"they turned hundreds away every night from there. Now it is found that when that shelter was opened the people came from the common lodging-houses—men who had previously paid for their lodging . . . I advised them to close it; it was not fair to be getting subscriptions and allowing men to come there free who had previously paid for their lodging elsewhere.

Question: Was it closed?—Yes.

Question: What was the result of that?—They went back to the lodging-houses."

343. Mr. Loch showed that the shelter system had not prevented begging or sleeping out, as, in fact, the numbers had gone up. He said "the shelters tend to attract a particular class which do not want them . . . in the case of a shelter you simply create demand." Again he said: "I wish to speak as strongly as I can against the indiscriminate shelter. The indiscriminate shelter plays into the hands of the indiscriminate soup kitchen, and the two help to create the pauper: he begins by being in trouble, being vicious or something, and they help him to live just as he is." His view was that the shelter system shows a man how to live without doing any work.

344. Police-superintendent Cole of the Holborn division, in whose district there are several charitable institutions, says with regard to free food:—

"however well intended, it is a mistake; it is so much abused. I am afraid some of the genuine working men go there and they find that they can get food cheap, and then they mix with these habitual vagrants, and so they drift into their ranks. It tends to make them become idle; there is not the slightest doubt about that."

Police-superintendent Mulvany, of the Whitechapel division, gave evidence of the large amount of free meals which were given in that district during 1904, and showed that it is easy for the loafer to live by means of the free meals and free shelter he can get.

345. Mr. Vallance said that:—

"these shelters are places to which certain classes resort as a matter of course. They can lead an idle life in the day time, pick up a few pence which is quite sufficient, and then they can get into the shelter at night. They are thereby attracted to an idle life."

He added that there are many men and women who habitually use the shelters in Whitechapel night after night. "They might use the shelters night after night for ten or twelve nights and ring the changes—go to others."

346. *Attraction to the Towns.*—We received strong expressions of opinion to the effect that shelters and free food distributions attract vagrants to London and other large towns. Sir Shirley Murphy urged that announcements of charity attract people to London from the country. "We never seemed to have so many of these night-walkers before the soup-giving commenced," and he thought the shelters and the distribution of soup had increased the trouble. Mr. Jury said:—

"During the winters that the soup has been given away there is not the slightest doubt we have had a very large influx from the provinces, and I think they have come here attracted by this sort of thing."

347. Mr. Peacock said it was proved beyond a doubt that the free shelters and free food caused the vagrant class to flock into Manchester. Referring to the opening of a new shelter, he says:—

"The existence of this free shelter became speedily known amongst the tramp fraternity generally, with the result that tramps flocked into the city in greater numbers than ever previously."

Mr. Motion said that the advertisement of relief for the unemployed in Glasgow "brought hundreds, indeed thousands, into the city," and Mr. Ross expressed a similar view as to the effect in Edinburgh. Mr. Simmons said that vagrants were brought into London by the Lord Mayor's fund.

The Rev. W. Carlile, of the Church Army, said as regards the distribution of free food:—

Carlile, 8056.

"To us that system is immoral; we think it is against the Bible, and likely to attract from the provinces. If men get word that there is free food, however small the amount is, it brings people up."

Lockwood, 10550. 348. Mr. Lockwood, Local Government Board Inspector for the Metropolis,
Simmons, 3457. said there was no question that the shelters act as feeding houses for the workhouses or casual wards. This seems to have been notably the case in Whitechapel, and Mr. Loch quotes the clerk to the guardians as showing that the shelters in that district had attracted large numbers of vagrants, and rendered necessary increased accommodation at the workhouse. The views of the Whitechapel guardians were expressed in the following resolution passed by them in 1895 :—

Vallance, 9701. "That apart from the injurious results to the district of large incursions of casual poor attracted from all parts of the country by advertised provision of cheap or free shelters, the moral and physical results to the poor themselves are still more disastrous. No organisation, however complete, can carry out a work of restoration and redemption in perpetually moving crowds of squalid poor, while the shelters themselves make more easy an idle vagrant life, and offer no real solution of the problem of labour and relief."

9704-15. 349. Mr. Vallance stated that he was satisfied that shelters "add to the congestion and difficulties of a very difficult district by attracting the country loafer. . . . In the absence of the shelters we should not have the same migration of these classes and the congestion of these classes in London; they would be dealt with in the districts from which they come in a much more effective way by the general operation of the ordinary Poor Law."

Buchanan, 11105. Other witnesses refer to the attraction of vagrants to towns as rendering difficult the treatment of the unemployed question. Sir Eric Buchanan thought that "free shelters for food and lodging do a great deal more harm than good, and are to a great extent responsible for the great influx of unemployed and unhelpable cases from the country districts."

350. *Demoralising Effect.*—The demoralising effect of the shelters on the people who frequent them is brought out in the evidence of numerous witnesses who came before us. However low a man has sunk, the shelter life keeps him from rising, and in most cases still further demoralises him. Of the frequenters of the Medland Hall shelter, Mr. Crooks said :—

Crooks, 5454. "If you and I went down there this afternoon, and walked down the whole row of men, there would be scarcely one amongst them that you would take out and give a penny an hour to. Well, what happens? The poor chaps have become degenerate; they cannot work; they have got quite past work; they can hardly beg; they go in and have a meal, good sound food, stop all night and come out in the morning. What do they do in the morning? All life is objectless; they have nothing to do; they have simply to loaf away another day without any object in life at all."

Murphy, 5669. Sir Shirley Murphy referred to the demoralising conditions of life in some of the shelters: the objection to the bunk and the fact that the inmates sleep in their clothes. Of the inmates of the Salvation Army cheap shelters he says:

5680. "It is my own belief, from what I know of the circumstances of those people that many of them would be able to pay more; indeed, I think that if a still inferior class of accommodation were provided at a lower cost, people in the existing shelters would avail themselves of it and go down to that lower standard."

5718. 351. In many cases it appears that where a cheap or free shelter has been opened the inmates of common lodging-houses in the neighbourhood have flocked there. The opening of the Salvation Army shelter at Westminster resulted in a reduction in the number of inmates in the better class lodging-houses. In fact, the cheap or free shelters are always full. Mr. Jury said :—

Jury, 5683-5. "if the Salvation Army or the Church Army or any institution chose to provide sufficient accommodation at 2d. a night, I think they would take most of the population of the lodging-houses in London. . . . My impression is that the greater number of the lodgers in London, if they had the opportunity of getting their bunk for 2d. in preference to their bed for 4d. or 6d., would take it; I feel quite certain about that."

The opening of a shelter in Manchester had a similar effect ;

"the common lodging-houses which had previously been patronised by some of the tramps as long as they had sufficient money to pay for a bed were now almost empty, and the proprietors of the common lodging-houses affected protested to the lodging-house inspector against the establishment of this free shelter. An inspection of the common lodging-houses by the police proved the statements of the proprietors that in some instances they had considerably less than their usual number of beds occupied, and an inspection of the free shelter convinced the police that a large number of applicants for the free shelter were men whom they knew to habitually stay in the common lodging-houses." Appendix XXXII.

352. Sir Shirley Murphy agreed that if enough shelters were provided the tendency would be very strong in the direction of the common lodging-houses ceasing to exist. He also agreed that a degraded style of living at night tended to lower the standard all round, and make a man a worse man during the day ; and he said :—

"I think the conditions under which a man is living have an effect upon his character, and I am sure that it is a very desirable thing that there should be a minimum standard fixed . . . they are just keeping body and soul together living in this way . . . I think that the conditions of life are lower than should be found in a civilised community." 5895, 5900.

353. Mr. Lamb said that the objection to free shelters was that under certain circumstances they might be very demoralising. Lamb, 7431-2.

Mr. Carlile agreed that it was essential that the lodging and bedding should be up to a certain standard of comfort, and that sheets should be provided for all beds. He said that sleeping in a bunk, covered with a bit of cloth in a room heated up to 60° does not improve the standard of living. Carlile, 8163.

354. Mr. Loch was of opinion that a man who habitually uses free shelters becomes hopelessly demoralised. He referred to the labour tent which the Church Army opened in Clare Market, called the "King's tent," where three hours' labour secured a meal and a bed, and said that it was found that many of the regular lodgers at the county council lodging-house at Parker Street left and went to the tent instead ; Loch, 8660.

"Many of them would have been quite able to pay for their beds. . . . The light work for three hours was an easy bargain, and he kept his money, for he had nothing to pay ; he got a day's shelter and food, and for that he had to give three hours' light work." 8649, 8786.

355. Superintendent Mulvany told us of the effect of shelters in the White-chapel district in attracting men to the idle life ; once associating with the shelter class a man would soon be dragged down to their level. He thought that many of the men who frequent shelters would not go to a casual ward if they could help it, on account of the task of work required and the bath to which they would have to submit, and that they were a worse class of vagrant than the men who use the casual wards. We have received other evidence to this effect. Mulvany, 9590-8. 9656-64. Jury, 5703. Simmons, 3369.

356. *Danger to the Community.* Some witnesses drew attention to the danger arising from the existence of free shelters. There is first of all the spread of vermin and disease. The unclean conditions under which the vagrant lives in the shelters are described in the evidence given by Sir Shirley Murphy and Mr. Jury :—

"if he goes into a bunk he can sleep there week in, week out, and never undress. A good many of these shelter men sell newspapers ; that is the sort of occupation they are employed in, and many much need cleansing. It is only when they fall sick and go into the infirmary that they get a proper cleansing." Jury, 5690-1.

Sir Shirley Murphy said :—

Murphy, 5697-8.

"a man who is in a verminous condition is a nuisance to other people He may easily infect them with vermin, and that is a disgusting condition that I think the State has a right to prevent."

It should be remembered too that this class largely use the seats in public places, and one witness considered that on this account they are a source of danger to the public. Mulvany, 9599.

Peacock, 7836. 357. Mr. Peacock thought that shelters which attracted persons of the vagrant class to a town might be a public danger by reason of the number of these persons which it brought together.

Carlile, 8157. Mr. Carlile considered that free food and free shelters are a mischief to the State and to the community: "They manufacture the article that we try to cure."

Loch, 8608. Mr. Loch thought that by fostering vagrancy the shelter fosters crime, "because the vagrant is in part criminal."

Vallance, 9709. 358. Against this array of adverse evidence we have received scarcely any in favour of shelters. Mr. Vallance indeed said:—

"a shelter is a very useful provision in connection with any philanthropic effort on behalf of what has been termed the submerged tenth. A man or woman can be received temporarily, pending arrangements to get them on to their own feet. If it is part of a system of reclamation, then nothing in the world can be said against it, but if it is to be merely a cheap casual ward or a cheap lodging-house, well, then, it is not an unmixed good."

Loch, 8659. And Mr. Loch said that the only way of getting rid of the misuse of the shelter is "by having a thoroughly trained expert in charge and by causing every case to be thoroughly investigated, and an endeavour made to help the man afterwards."

Cole, 9394, 9450. Superintendent Cole defended shelters from the police point of view by saying that they keep persons from remaining in the streets, but we are almost inclined to think this would be the lesser evil, for then they could be dealt with. Mr. Lamb maintained that in the present condition of things shelters were necessary, and that under certain circumstances "their lack may be a very great hardship and a very great danger."

Lamb, 7431-3.

359. Having regard to the evidence we have received, we can come to no other conclusion than that free or cheap shelters, coupled with the indiscriminate distribution of free meals, constitute a serious evil. We are convinced that if it were possible to close most of the present shelters little harm would be done, but on the contrary with less facilities for an idle loafing life the persons who now use the shelters would, in most cases, provide for themselves, and where they could not do so they would be fit subjects for some public institution. The maintenance of shelters as at present conducted and the free distribution of food to all comers simply perpetuate the evil conditions and in no way remedy the disease. If the public could be brought to realise that these institutions do not help the deserving man, but tend rather to debase him, and that they enable the idle man to continue in his idle, aimless life, it might be possible to hope for their abandonment.

360. We think that the public distribution of free food should be subject to control by the local authority of the district. Their consent should be required to the use of any building for the purpose, and it should be open to them to withdraw their consent if at any time this seemed necessary in the interests of the community.

Regulation of Shelters.

361. Shelters are not at present subject to control by the local authority except so far as they come within the Acts relating to common lodging-houses. There is no exhaustive definition in these Acts as to what is included in the term "common lodging-houses." In 1896 the London county council caused an inquiry to be made as regards the shelters in London where lodgers were received without payment or for nominal payment, or in return for work. As a result of this inquiry, it was considered desirable that these places should be brought under control. In the case of *Booth v. Ferret* (25 Q.B.D. 87; 59 L.J., M.C., 136) it was held that a shelter which was intended for the reception of the poorest persons only, who slept in one common room and were charged a small sum for bed, breakfast, and supper, was not a common lodging-house within the meaning of the Acts, on the ground that it was not carried on as a business for the sake of profit,

but as a humane or charitable enterprise, and that it was not open to all comers as (it is stated) is the case with a common lodging-house.

362. This decision was over-ruled in 1899 by the High Court in the case of *Logsdon v. Booth* (1900, 1 Q.B. 401), in which it was held that a Salvation Army shelter must be considered to be a common lodging-house, and that the fact that it was carried on for charitable objects and not for gain would not take it out of the measure of sanitary supervision provided for by the Common Lodging Houses Acts. The decision in *Logsdon v. Booth* was followed in the case of *Logsdon v. Trotter* (1900, 1 Q.B. 617), and it was decided that a lodging-house carried on by a philanthropic body was a common lodging-house within the meaning of the Acts, although the men received as inmates were of rather a better class than the "dossier" inhabitant of the ordinary common lodging-houses, and were accommodated in separate cubicles for which they paid 6d. or 8d. per night.

363. Under the decision in the case of *Logsdon v. Booth*, the London county council have exercised a sanitary control over the various shelters of the Salvation Army in London, and also over certain free shelters carried on by religious or philanthropic bodies. Their inspection has resulted in the abatement of overcrowding, and in improved conditions as regards the sanitary arrangements, ventilation, and the general good management of these institutions. "Multiple bunks" have been almost altogether abolished, and the council are also endeavouring to secure the substitution of proper beds for the bunks with waterproof coverings which are at present used; but, in accordance with the hope expressed by Lord Russell of Killowen, in giving judgment in that case, that the decision would not seriously interfere with the work of the shelters, and that the council would avoid anything like harshness or unreasonableness in enforcing the law, a period of grace has been allowed before the desired improvements are carried out.

364. In August last, in the case of *Gilbert v. Jones* (1905, 2 K.B. 691), the High Court considered the case of the Providence Row night refuge and home, a free shelter carried on by a charitable body, where no charge of any kind is made for bed or lodging, and affirmed the decision in *Logsdon v. Trotter*. The Lord Chief Justice, in giving judgment, said:—

"I cannot see any distinction in principle between a charitable house which is carried on for a very small payment—it may be only for the purpose of keeping some check on the people who come in, but not a payment which is to go into the pockets of the people who carry on the institution by way of letting lodgings—and a house where no payment is made."

365. In the foregoing cases proceedings had been taken by the London county council for the recovery of penalties for non-registration under the Common Lodging Houses Acts, and cases were stated by the Metropolitan police court magistrates for decision by the King's Bench Division of the High Court. But after the decision in *Gilbert v. Jones*, proceedings were commenced in the Chancery Division in which the question of the exemption of the Providence Row night refuge was again raised. The county council were not parties to these proceedings, and it was held by the Court of Appeal that this institution was not a common lodging-house (*Parker v. Talbot*—1905, 2 Ch. 643.) The decision was based on a repealed statute, the Common Lodging Houses (Ireland) Act, 1860, which extended to Ireland the provisions of the Common Lodging Houses Acts, 1851 and 1853, and provided that—

"For the purposes of the execution of the said recited Acts and of this Act in Ireland certain words and expressions used in the said Acts are hereby declared and explained to have been intended to bear the following meanings."

And among others the following definition was included:—

"The term 'Common Lodging House' shall mean a house in which persons are harboured or lodged for hire for a single night or for less than a week at a time, or any part of which is let for any term of less than a week."

In view of these provisions, the Court of Appeal held that the term "common lodging-house" in the English Acts meant "a house in which persons are harboured or lodged for hire," and the effect of this decision is that certain shelters will be

exempt from the inspection, supervision and control which the county council exercise in the case of common lodging-houses. It was pointed out by Lord Russell in the case of *Logsdon v. Booth* that the provisions in the Common Lodging Houses Acts must be regarded as measures of sanitary protection, and he said :—

“If large numbers of the most wretched class are lodged in common sleeping rooms insanitary conditions are, in the absence of inspection, supervision and control, likely to arise, and it was the object of the law to secure that inspection, supervision and control.”

366. Members of our Committee have made several inspections, both by day and night, of shelters in which persons of the vagrant and loafer class are received, and we are convinced of the absolute necessity of some sanitary control over such institutions. If this control is necessary on sanitary grounds in the case of common lodging-houses, it is more necessary in the case of shelters where persons of an even lower class are received. We therefore recommend that measures should be taken by legislation to remove any doubt as to the existing law and to bring these institutions throughout the country under at least as strict supervision and control by local authorities as is at present exercised in the case of common lodging-houses.

367. Further, in view of the strong opinions expressed by the witnesses quoted above, we submit that charitable shelters do in fact require a more effective control than could be exercised under the existing law as to common lodging-houses. We are of opinion that in the case of these shelters a minimum standard of comfort should be required which should not be lower than that found in the cheaper common lodging-houses, and we suggest that whenever it appears to the local authority that a shelter or similar institution is causing or likely to cause real harm to the public, they should be empowered, after consultation with the police authority, to close it. We think, too, that an annual licence should be required from the sanitary authority in all cases, and that, before a shelter or similar institution is opened, the authority should be satisfied that it is necessary and is not likely to cause harm.

Murphy, 5681,
5812.

Loch, 8627.
Vallance, 9857.

CHAPTER XI.

SPREAD OF DISEASE BY VAGRANTS.

368. Our attention has been drawn by several witnesses to the question of the spread of disease by vagrants, and we have been furnished by the Local Government Board with numerous extracts from the reports of medical officers of health containing references to the subject. The information before us is practically confined to smallpox, and we have accordingly limited our consideration to that particular disease.

369. Reports were issued in 1894 and 1904 by Dr. Armstrong, medical officer of health for Newcastle-on-Tyne, on "Smallpox in relation to Vagrancy." These show that in epidemic times the vagrant is one of the chief carriers of this disease. It appears from the earlier report that as regards 63 large towns in 1893 smallpox was first introduced by vagrants into 58 per cent., and was carried sooner or later by the same class of persons into 72 per cent., and on an average about five times to each, and that the disease was taken in this way to 30 workhouses and about 70 common lodging-houses. In the later report the statistics extend to 126 districts each of over 20,000 population. In 111 of those districts invaded by smallpox in 1903 the disease was in 57 instances first introduced by vagrants, and in 58 districts it was introduced by vagrants 305 times subsequently to the first outbreak. In each year the publication of Dr. Armstrong's report was followed by a conference of representatives of county councils and urban sanitary authorities of the whole country, at which a series of resolutions were passed with regard to the spread of disease by vagrants.* Dr. Armstrong attended before us and gave valuable evidence on the subject. The conference of 1904 had appointed a committee to wait upon the President of the Local Government Board and give evidence before us, but we were informed that Dr. Armstrong had represented to us the views of the conference. Preston-Thomas, 530.

370. The dissemination of smallpox by vagrants mainly occurs as a result of the comings and goings of persons of this class who are suffering from a modified form of the disease. It is, however, important to remember that persons who are not vagrants in the ordinary sense, such as navvies and other workmen travelling across the country, carry infection in the same way. Armstrong, 3182-6.

*At the conference held in 1894, the following resolutions were passed :—

“1. That common shelters which are not subject to the law relating to common lodging-houses should be made subject to such law.

2. That there should be power to the local authority to require medical examination of all persons entering common lodging-houses and casual wards, and that each inmate of a common lodging-house or casual ward should, on admission, have a bath of fresh water.

3. That the local authority should have power to order the keeper of a common lodging-house, in which there has been infectious disease, to refuse fresh admissions for such time as may be required by the authority.

4. That the local authority should be empowered to require the temporary closing of any common lodging-house in which infectious disease has occurred.

5. That the local sanitary authorities should have power to require the detention of any inmate of a common lodging-house or casual ward, who may reasonably be suspected of being liable to convey infectious disease.

6. That means should be provided for the detention and isolation of any vagrant found wandering in a public place, if reasonably suspected of being liable to convey infectious disease.

7. That the local authority should have full power to require the disinfection of the person and clothes of any person in a common lodging-house or casual ward, whether infected or exposed to infection.

8. That arrangements should be made by which the occurrence of infectious disease in common lodging-houses or casual wards should be made known by the local authority of the district to the local authorities of other districts.

9. That local authorities should be empowered to require the vaccination or re-vaccination of persons in common lodging-houses or casual wards, who are exposed to the infection of smallpox.”

The second conference was held in 1904 when resolutions generally to the effect of those above-mentioned were passed. Recommendations were also made as to matters dealt with in this Report, such as labour colonies, labour bureaux and the control of children of vagrants, and as to certain other points which are outside the scope of our Inquiry. The resolutions passed in 1904 are set out in full in the Appendix. Appendix XXXIII.

371. Opportunities for checking the spread of infection by vagrants are to be found chiefly at the common lodging-houses and casual wards where they spend the night. As we have indicated, the former receive a far greater number of vagrants than the casual wards, and Dr. Armstrong shows that smallpox was traced to them more frequently than to casual wards.

372. The casual ward system affords considerable means of protection against the spread of infection by vagrants. Thus, a man is bathed on admission and his clothes are taken away from him for the night and disinfected. The bath is of great value in providing an opportunity of detecting any outward signs of disease. In case of illness the man would be attended by the medical officer; if found to be suffering from smallpox he would be isolated, and detained until he could leave with safety to himself and others, while precautions would be taken as regards any inmates of the wards with whom he had been in contact. In epidemic times special precautions are taken. Circulars issued by the Local Government Board advocate systematic medical inspection of the inmates of the wards and the vaccination of those who are not already sufficiently protected. There is no power to enforce vaccination or even medical examination in the case of an inmate of a casual ward, but as a rule the medical officer experiences no difficulty in these matters. It will thus be seen that in ordinary times as well as in times of epidemic the present casual ward system, if efficiently carried out, is of great value in dealing with any case of disease. In many unions, however, the necessary precautions are not observed, and it is the lack of uniformity in this as in other matters that constitutes the weak point in the practice.

Appendix
XXXIII.

Murphy, 5847.

373. In a common lodging-house a vagrant is not bathed; he need not wash, and as a rule he is not subject to any medical supervision or control. Moreover, in most cases no register is kept of the inmates. But in times of epidemic smallpox medical officers of health usually take special care to watch common lodging-houses and their inmates. By energetic formal or informal action they often succeed in enforcing a variety of sanitary precautions, and in promoting vaccination of persons who have been exposed to infection. In this way much has been done in many districts successfully to prevent or to limit the spread of the disease.

Armstrong,
3066.

374. Dr. Armstrong made various suggestions to us with a view to the prevention of the spread of smallpox by vagrants. In the first place he advocated the establishment of labour colonies for the detention of vagrants; we have made recommendations on this point. His other suggestions included :—

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|-------------|--|
| 3126. | (1) medical examination of vagrants on entering casual wards ; |
| 3208. | (2) compulsory vaccination of vagrants in common lodging-houses and casual wards ; |
| 3155, 3205. | (3) general adoption of the bye-laws as to common lodging-houses ; |
| 3205. | (4) constant watching of common lodging-houses by sanitary inspectors ; |
| 3150. | (5) provision of baths in common lodging-houses, and |
| 3086, 3157. | (6) provision of separate lodging-houses for vagrants by the sanitary authority. |

375. With suggestions (3) and (4) we entirely agree. We have referred in the preceding chapter to the bye-laws which can be made by sanitary authorities for the regulation of common lodging-houses, and it will be seen that these provide valuable powers in case of disease; but, as we have observed, there are many districts in which these bye-laws have not been adopted. It appears, too, from the reports of the Medical Inspectors of the Local Government Board that even where adopted the bye-laws are often not enforced. It is evident that any system which brings sanitary inspectors into systematic and frequent relation with the common lodging-houses and their management must also afford valuable opportunity for the detection of infectious disease among their inmates and enable prompt action to be taken by the medical officer of health

when emergency arises. The information before us shows that in most cases there is no systematic inspection of this kind, while in some towns the sanitary inspectors have in practice no concern with common lodging-houses. As regards suggestion (5) we agree that increased facilities for ablution should as far as possible be encouraged, but we are doubtful as to the expediency of suggestion (6).

376. Suggestions (1) and (2) raise important issues. The conferences of 1894 and 1904 went indeed further: in addition to the compulsory vaccination of vagrants in common lodging-houses and casual wards who have been exposed to infection, they suggested powers for the medical examination of all inmates of common lodging-houses or casual wards, and for the detention and isolation of any such inmate, or of any vagrant found wandering in a public place, if reasonably suspected of being liable to convey infectious disease. We do not feel able to endorse these proposals. In Germany, where the whole population is efficiently vaccinated, smallpox is practically non-existent, and it seems to us that it is to general vaccination and re-vaccination that the public should look for effectual protection against this disease, rather than to the compulsory medical examination, vaccination, and detention on suspicion of one section of the community. There would, however, no doubt be considerable advantage in the adoption of the suggestion made to us on behalf of the workhouse masters' association that there should be a periodical medical examination of inmates of casual wards. Armstrong,
3190-3.
Murphy, 5902.
Howe, 2078, 2308.

377. By a stricter enforcement of the existing law as regards common lodging-houses and casual wards, and, in times of epidemic, by more general action of a formal and informal kind such as we have referred to, much may be done by way of preventing infection. We think also that as suggested by the conferences provision might be made for securing better notification of cases of smallpox occurring in common lodging-houses and casual wards. It seems to us that reform in these directions, coupled with the adoption of the general scheme we have suggested for dealing with vagrants, should suffice to secure to the community a more effective and uniform protection than has hitherto existed against tramp-borne disease, and in particular should afford a more satisfactory safeguard against the spread of smallpox by vagrants among persons inadequately protected by vaccination.

CHAPTER XII.

SLEEPING OUT.

378. The law as to "sleeping out" is contained in section 4 of the Vagrancy Act, 1824, in which it is provided that:—

(a) Every person wandering abroad, and lodging in any barn or outhouse, or in any deserted or unoccupied buildings, or in the open air, or under a tent, or in a cart or wagon, without visible means of subsistence, and not giving a good account of himself; and

(b) every person found in, or on, a dwelling house, warehouse, coach-house, stable, or outhouse, or in enclosed premises, for any unlawful purpose, is to be deemed a "rogue and vagabond" and is punishable upon summary conviction with imprisonment, with or without hard labour, for not more than three months.

Simpson, 1064.

Cole, 9380, 9426.
Mulvany, 9561-2.

9612.

Fenwick,
10715-20.

379. "Sleeping out" and begging are the typical offences of the vagrant class. "Sleeping out" is not punishable unless the offender has no visible means of subsistence, or is in enclosed premises for an unlawful purpose. If a man is found in an outhouse or other premises mentioned above, the police may take him into custody for being on the premises for some unlawful purpose; but, if satisfactory explanation is given on this point, he can only be charged with "sleeping out," and then it becomes necessary to prove that he is without visible means of subsistence. A difficulty is experienced in proving that a man has no visible means of subsistence, as some magistrates hold that if a man has only a penny in his possession he is not without means of subsistence; and we are informed that this is the reason that so few persons are charged in London with "sleeping out." Vagrants are said to provide themselves with a penny, so as to be able to sleep out without fear of being taken into custody. Mr. Fenwick thought that this matter could safely be left to the discretion of the magistrates. He admitted, however, that it was seldom that adult men were prosecuted in London for sleeping out.

Appendix XVIII,
XIX, and XX.

Simpson, 1069.
Loch, 8554-82.

Vallance, 9761-3.

James, 7669.
Carlile, 8136.

Cole, 9396.

380. Figures and charts printed in the Appendix give particulars as to the number of prosecutions for sleeping out during a series of years. The average annual number of persons prosecuted in England and Wales for the years 1859-1863, was 3,521. In each subsequent period of five years the average rose, and in 1899-1903 it reached 9,003. The amount of sleeping out varies greatly in different districts. It would appear that the actual number of prosecutions in a county depends not so much on its size or its population or the total number of vagrants, as on the practice of the police in the enforcement of the law. Many magistrates appear to treat the offence of "sleeping out" as a trivial one, and discharge the man on his promising to leave the district; this procedure can hardly fail to result in the police showing less activity in prosecuting. In some places, indeed, "sleeping out" appears to be indulged in with scarcely any interference on the part of the police. In London many persons sleep nightly on the seats on the Embankment, in the parks, under arches, and on the staircases of tenement houses. Superintendent Cole of the Holborn division said that according to the census taken on the night of 7th July, 1905, in his district, the vagrants consisted of 1,055 males and 176 females, who "were principally found on the Embankment, the larger number of them on the seats."

381. A census taken in certain parts of London at the instance of the county council showed that on the night of 29th January, 1904, 100 males and 68 females were found sleeping on staircases, in doorways, or under arches; while 1,463 men, 116 women, 46 boys, and 6 girls appeared to be spending the night in the streets. On the night of 17th February, 1905, another enumeration was made by the council's officers, who were assisted by officers of a few of the borough councils. As a result, 1,869 men and 312 women, 2,181 in all, were found in the streets, or on staircases, or under arches. Of these 827 men and 39 women were found in Wych Street, Strand, and 161 men and

60 women in Whitechapel Road, at both of which places food was being given away by the Salvation Army. It is remarkable that in the year 1903 only 303 persons were prosecuted for sleeping out in the whole of the county of London. The chief constable of the Manchester police also stated that the police would not apprehend men who were found sleeping on public seats, and that every night there was "sleeping out" in one of the main streets of that city. Peacock, 7754.

382. Although "sleeping out" cannot be considered in itself as a serious offence, we feel that it is desirable that it should be prevented as far as possible. In the first place, it renders a life of idle vagrancy easy; the tramp, whether in town or country, can get food without difficulty, and with the power to sleep out unmolested he is enabled to live without trouble. Secondly, the conditions under which persons "sleep out" are often such as cannot fail to be demoralising to them. We have visited, on certain occasions, districts in the east end of London where "sleeping out" is prevalent, and have satisfied ourselves of the truth of reports which we have received as to the degrading conditions under which many of the vagrant class nightly sleep. We have seen on the staircases of some tenement houses—staircases which are dark and disgustingly filthy—men, women, and children sleeping together. The police do not interfere, unless they are called in by the residents in the tenements, as the staircases are considered private property, but nevertheless do not come within the words of the statute. We think it important that power should be given to deal with cases of this kind. We are informed that many of the persons who sleep in this manner avail themselves of the free food distributions in the neighbourhood. They have sunk so low that the facilities of free food and accommodation of this kind are sufficient to encourage them to continue in their miserable mode of existence. Mulvany, 9568-73.

383. Another reason for dealing with the matter is the suggestion made by some witnesses that the sleeping out class constitute a source of actual danger to the community. Again, it must be remembered that the class who sleep out are unclean in their person and verminous, and their occupation of public seats is a means of spreading vermin and disease, a danger from which, as it seems to us, the public ought to be protected. Moreover, they are often filthy in their habits, and many complaints are made of the nuisances committed by them in public places. The man who is homeless can obtain clean accommodation and wholesome food in the casual ward, and if he refuses to use the casual ward, it seems to us that the law should be applied both to defend the community and to protect the man himself. We do not anticipate that in practice much difficulty would be experienced in providing for those who now "sleep out." The enforcement of measures against them would rapidly reduce the class, and, what in our opinion is a more important consideration, would deter others from sinking to it. Peacock, 7826. Cole, 9518-23. Vallance, 9846. Cole, 9454. Murphy, 5750. 5870, 5759. Vallance, 9727.

384. We suggest, therefore, that the law should be altered so as to make "sleeping out" an offence whenever it occurs under circumstances which may render it a nuisance or source of danger to the community, and that it should be unnecessary to prove absence of means in any such case; and that the law should be applied to persons sleeping on the staircases of tenement houses and similar places, as well as to those sleeping in barns, outhouses, and unoccupied premises.

CHAPTER XIII.

BEGGING AND INDISCRIMINATE CHARITY.

385. Indiscriminate almsgiving* is the main support of vagrancy. It is clear that the vagrant must depend largely on doles ; in most cases he does no work, and his visits to the casual wards only provide for a portion of his time. It is the ease of obtaining charity that enables him to continue in his life of vagrancy. "Beggars with a plausible tale find it easy to live without work, aided as they are by the indiscriminate charity in the day and a night's lodging at the ratepayers' expense." The evidence we received was strongly to the effect that vagrancy would cease if it were not for almsgiving. The following were some of the statements made by witnesses :—" If we could only once stop the giving, we could stop the vagrancy " : " Indiscriminate charity . . . is one of the things you will have to stop if you are going to stop vagrancy " : " The great difficulty undoubtedly is the indiscriminate alms which are given by the public " : " If we could secure the stopping of gifts on the part of the thoughtless so-called benevolent people, tramping with a child for the purpose of gain would soon die out " ; and other witnesses express views to the same effect.

386. It is important to remember that money given to a beggar is almost invariably given to an undeserving object. The evidence of Sir Eric Buchanan, who, as secretary to the London Mendicity Society, has had exceptional opportunities of studying the question, is most striking on this point : " I regret to say that " my opinion after my seventeen years' experience at the Mendicity Society is " that the London beggar is quite unhelpable. My reason for making this statement is that seventeen years ago a system of food and inquiry tickets was " introduced, by which any case could be sent to Red Lion Square for very " prompt inquiry and very prompt relief, provided the case was deserving, or " rather provided the case was helpable . . . Many cases have been sent to " Red Lion Square by the inquiry tickets during the last seventeen years, but up " to the end of June, 1905, I have never known a single case that my com- " mittee were justified in giving money to after the prompt inquiry had been " made." He added, however, that one helpable case had been found since that time. He expressed the opinion that at least £100,000 a year was given away in London to street beggars, and that a successful street beggar can collect 5s. a day, and said : " It would be no exaggeration to say that probably 90 per cent. " of persons who pity the lot of the street beggar simply give him money to " relieve their personal feelings, without troubling themselves whether the case " is helpable or unhelpable."

387. Tables and charts printed in the Appendix give particulars as to the number of prosecutions for begging in this country. It will be seen that this is the most frequent of vagrancy offences. There is abundant evidence that the vagrant commits this offence continually and is undeterred by any punishments that he may receive. Sir E. Buchanan produced to us records of certain men who had received repeated convictions for begging. His view was " once a beggar, always a beggar." The work of the London Mendicity Society has been most valuable in identifying beggars and obtaining longer sentences for them, but outside London there is practically no means of tracing previous convictions in other districts, and the beggar usually escapes with a nominal imprisonment.

388. In Tudor times attempts were made by Statute to check almsgiving, and at the present time there is a law in force in some parts of Germany and

* " But, first and foremost, the most prolific root of all this [vagrancy] stands that mean and slovenly, disloyal and pernicious vice (for such I have not hesitated to call it), variously characterised as indiscriminate almsgiving, indiscriminate, promiscuous or bastard charity, and dolegiving ; the standing temptation and main support of the mendicant and vagrant community. It is this pernicious practice that attracts the imbecile populations of foreign and home growth, and the less insane people who have an innate indisposition to work, an innate fondness for a roving and reckless life ; and it is the experience of it that supports these people and keeps them idle." (*The Original*. By Thomas Walker [ed. 1875]).

Switzerland which imposes a penalty on those who give alms to beggars. We do not, however, think that public opinion in this country would now support a measure of this kind, and consequently if such a law were passed there would be no chance of it having any effect. Neither do we imagine that it will be possible to convince the public of the harm that is done by indiscriminate almsgiving. "It has been said that anyone giving to a street beggar Buchanan, 11103.
"without inquiry not only demoralises the beggar by teaching him that money
"can be got without working for it, but demoralises the giver by teaching that
"the pleasure of a philanthropic emotion can be obtained without the trouble
"of even writing a cheque or getting a postal order, or by spending more than
"6d., or even a penny."

But if our recommendations are carried out there will be less excuse for casual almsgiving, and we hope that when the public learn that sufficient provision has been made for the *bona fide* workseeker there will be less disposition to give to unknown wayfarers.

CHAPTER XIV.

VAGRANTS WANDERING TO THEIR OWN HURT.

389. There is a numerous class of vagrants who wander aimlessly from tramp ward to tramp ward to their own injury. Many of these unfortunate persons suffer from sore legs, and many are, in fact, weak-minded, but as a rule they strongly object to remaining in the workhouse, and prefer to keep to the road while they have any strength left. When such persons are apprehended for begging or sleeping out it is a common practice for the magistrate to discharge them on a promise that they will go into the workhouse, but the promise is seldom kept even if a constable is sent to escort the offender to the gates. The general opinion of the witnesses who came before us was that the workhouse was the best place for this class of vagrant, and some advocated that there should be a power of compulsory detention for an indefinite period. In extreme cases where a vagrant might be considered to be not strictly speaking *compos mentis* this might be a solution of the difficulty. On the other hand, it must be remembered that the purely voluntary nature of the present system of admission into and discharge from the workhouse is a cardinal principle of the Poor Law, and to give magistrates the power to order the detention of adult persons in a workhouse might have an effect on the whole system of relief altogether out of proportion to the advantages which might be derived from it. Many paupers who receive out-door relief because they refuse to enter the workhouse give rise to a similar difficulty as in the case of the old and infirm vagrants.

390. In some foreign countries the law is that no one shall be entitled to discharge himself from any institution maintained out of the public funds without the consent of the governing body, and there can be no question that such a law must remove many difficulties of administration which are felt here. But where the governing bodies of public institutions have this power the inmates are paid, by way of mark money, a small sum per day, and a part of this sum is kept in hand for their benefit. When the accumulated sum is sufficient to defray the cost of maintenance for a short time, the pauper is entitled to claim his discharge, and thus is given another chance. The question whether such a system could or ought to be adopted in this country is one which will no doubt be considered by the Royal Commission on the Poor Laws. The subject must be dealt with on general grounds, and regarded from other standpoints than that of the expediency of remedying the present method of dealing with vagrants who wander to their own hurt.

391. We are, however, of opinion that every facility should be given to vagrants of this class to go into the workhouse when they wish to do so; and that no question as to their place of settlement should be raised prior to their admission. We have heard of instances where admission to the workhouse has been refused on the ground that the person was a vagrant and did not belong to the union, and we think there should be no chance of such cases occurring. With regard to those vagrants who wander by reason of mental weakness we agree that it would be well if such cases could be detained under suitable treatment. We understand that the Royal Commission on the Feeble-Minded are giving the question careful attention, and we can only express a hope that in the result some means may be found for preventing half-witted mendicants from wandering at large, a source of difficulty to the police, a danger to themselves, and a nuisance to the public.

Fenwick,
10730-7.
Fleming, 4967-86.
Lockwood,
10506-15.
Crooks, 5474-80.

Hutton, 3994.
Lockwood,
10511-5.

Higgs, 1529.

CHAPTER XV.

DISCHARGED SOLDIERS.

392. The belief is widely prevalent that among vagrants are a considerable number of discharged soldiers. It should be observed, in the first place, that information on this subject is mostly based on the statements made by vagrants themselves who have various reasons for falsely representing themselves as old soldiers. There has always been this tendency, and after the battle of Waterloo so many beggars claimed to be old soldiers that the London Mendicity Society was started in part for the express purpose of checking them. Preston-Thomas, 596.
See para. 14.
Buchanan, 11062

393. Many witnesses who have come before us have referred to the large number of army men found in casual wards. Thus, the master of the Sheffield workhouse stated that in 1902 out of 6,111 vagrants passing through the casual wards, 200 were men who had been in the Army. In 1904, 13 per cent. of the inmates of the King's Norton casual wards claimed to have been soldiers, and at the census taken by the chief constable of Northumberland last year of vagrants in that county, 15 per cent. described themselves as having been in the regular Army or in the Militia. One witness stated that in Wiltshire 10 per cent. of the tramps are supposed to have served in the Army. We understand, however, that it is very seldom that a vagrant in the casual wards has in his possession his parchment certificate of discharge. Burgess, 2518.
Curtis, 2640.
James, 7555.
Mitchell, 1900.

394. In 1897 and 1898 Parliamentary returns were obtained as to the number of Army reservists, discharged soldiers and Militiamen in casual wards in England and Wales. These returns related to the nights of 8th May, 1896, and 20th December, 1897. The results were as follows :— Appendix V.

—	Total number of inmates of casual wards.	Army Reservists, Discharged Soldiers and Militiamen.	
		Men substantiating claim.	Men unable to substantiate claim.
8 May, 1896 -	8,209	444	1,540
20 Dec. 1897 -	7,494	351	1,320

From these figures it appears that only about 5 per cent. of the vagrants in casual wards on the nights in question were able to substantiate their claim to be Army reservists, discharged soldiers or Militiamen.

395. Some witnesses refer to the practice of certain Army pensioners of squandering their pension, and then relying on the casual wards or the workhouse until the next instalment is due. It has been frequently proposed, as a means of checking this practice, that pensions should be paid weekly or monthly instead of quarterly, and it seems to us that the adoption of this course would be attended with considerable advantage. Roberts, 5594.
Loch, 8653.

396. The suggestion is often made that the short-service system is partly responsible for the number of army men on the road, but this is largely a matter of opinion as to which no definite evidence is to be obtained. Mr. Preston-Thomas expressed his views as follows :—“ As to the short-service system, it has very often been alleged that it has a considerable effect in increasing vagrancy. On the other hand, it has been urged, with a good deal of force, I think, that it is the man with a wandering turn of mind that enlists. If he did not enlist he would be on the roads for his three years, or his five years, or his seven years, and at any rate he is taken away from the roads for that time. I believe that this is so much gain, and that the habits of discipline that he acquires tend to keep him off rather than on the roads. The system of gratuities on discharge is often blamed. Some men are perfectly reckless; they spend in drink, however many pounds they Preston-Thomas, 594.

“get, then they go on the roads, miserable creatures, perhaps for the rest of their lives. But probably if they had not gone into the Army at all, although they would not have had this particular big drink, they would have been on the roads, they would have been living more or less on the public. I very much doubt whether the short-service system has any considerable effect in adding to the gross number of vagrants ; but that is a matter of speculation.” No doubt, in the late war, among the large number of reservists called up, were some who had taken to a vagrant life, and at the conclusion of the war it is probable that they again became vagrants ; but, on the whole, we see no sufficient reason for believing that at present there is any larger proportion of old soldiers on the roads than was formerly the case.

CHAPTER XVI.

GIPSIES, HAWKERS, PEDLARS AND HOP-PICKERS.

Gipsies.

397. We have had evidence on the subject of gipsies, and have received some representations to the effect that in certain districts they are a source of annoyance to the residents. We do not, however, consider that this class come strictly within the meaning of the term "vagrant." It is true that gipsies and dwellers in vans and tents who lead a vagrant or nomadic life are sometimes classed as vagrants, but, on the other hand, the gipsy usually exercises some handicraft or industry, and though he may be at times addicted to petty pilfering, poaching, and other like offences, he is often of a respectable character.

398. We were informed that in certain parts of Surrey and Berkshire, gipsies are a distinct nuisance, but it appears that in the latter county bye-laws made by the sanitary authorities are having a beneficial effect. In the Appendix is printed a memorandum prepared in the Home Office on the law concerning gipsies. Under the Housing of the Working Classes Act, 1885, vans and tents used by gipsies are subject to control. Thus, if a structure of this kind is overcrowded, or in such a state as to be a nuisance and injurious to health, the local authority of the district can take proceedings for the abatement of the nuisance. Again, the local authority can make bye-laws for promoting cleanliness in and the habitable condition of such structures, for preventing the spread of infectious disease by persons inhabiting them, and generally for preventing nuisances in connection with them. Model bye-laws for the purpose have been issued by the Local Government Board, and bye-laws based on this model have been made by eighty-six urban authorities, fifty-seven rural authorities and two metropolitan borough councils. In addition to the above powers, the local authority can obtain an injunction to restrain the letting of land for the purposes of a gipsy encampment if it can be shown that such occupation is dangerous to the health of the neighbourhood. It may be mentioned that there is no provision in the English law similar to that contained in the Trespass (Scotland) Act, 1865, which makes it a criminal offence to camp out on private land without the permission of the owner or occupier.

Loch, 8591.
Poulton, 4820.

Appendix
XXXIV.

Appendix
XXXV.

28 & 29 Vict., ch.
56, sec. 3.

399. As regards acts of theft, damage, intimidation, etc., which sometimes form the subject of complaint against gipsies, these, as pointed out in the Home Office memorandum, are already offences summarily punishable under the existing law. They may be harder to detect and punish in the case of a vagrant population, but there is no reason to suppose that they cannot be met by a vigorous enforcement of the law. On the whole, it seems to us that the existing powers are reasonably adequate for the purpose of controlling this class.

Hawkers and Pedlars.

400. Similar observations would apply to hawkers and pedlars. So long as they are acting under proper licence it does not appear that objection need be raised to them. The hawker, who travels with a horse and cart, has a £2 Inland Revenue licence, and the pedlar, or petty chapman, has to obtain from the police a certificate, for which he pays 5s. No doubt in some cases the pedlar's certificate offers facilities for begging and for small thefts, but we have little information on the point. It has been suggested that the pedlar's certificate is often given without due inquiry into the man's character and antecedents, and that it is renewed too easily. The certificate requires annual renewal and can be renewed by the police in any district. It is available all over the country. It does not appear that the practice as to the issue or renewal of certificates or the endorsement on them of convictions is uniform. We think that in all cases of conviction for offences affecting the man's honesty the certificate should be endorsed to that effect. It might be desirable that steps should be taken by the Home Office to secure this, and also to secure greater care in the issue and renewal of the certificates.

James, 7576,
7689.
McHardy, 6823.

James, 7701.
Peacock, 7920.

Hop-pickers and Fruit-pickers.

401. At certain times of the year casual wards in Kent, Herefordshire, and other parts of England are invaded by great numbers of fruit and hop-pickers who come from London and other large towns to gather the crops. To a certain extent this class consists of ordinary vagrants to whom occupation of this nature affords a pleasant change, but so far as they are engaged in the work they cannot be classed as vagrants, and moreover many of those employed are genuine workmen from the towns. They may make use of the casual wards on the way to their work or while waiting until the actual gathering of the crops begins ; but when in work they are housed by their employers in huts, booths, or tents. When making their way by road these fruit and hop-pickers are often a considerable nuisance to the inhabitants of the districts through which they pass, and in the casual wards they cause much inconvenience on account of their large numbers. Temporary arrangements can, however, usually be made for their reception, and when some uniform system of dealing with them is adopted it is generally found that the numbers resorting to the casual wards fall off.

Meats, 997.

Appendix XXXV.

402. Of recent years there has been a great improvement in this class, and it is becoming increasingly the custom for the employers to hire their labourers in the large towns beforehand and arrange for them to come by train when the crop is actually ready. The condition of the huts in which the workers are lodged has also greatly improved owing to the action of the local sanitary authorities and the efforts of philanthropic societies. In many districts bye-laws have been made by the local authorities for "securing the decent lodging and accommodation" of persons engaged in hop-picking or fruit-picking, and these have had a beneficial effect. Where action is taken on these lines it seems to us that the existing law is sufficient, and we have no recommendation to make for amending it in respect of this class.

CHAPTER XVII.

WOMEN.

403. At present separate accommodation, under the charge of female officers, is provided for women in the casual wards. The rules as to their detention are the same as in the case of men, and their diet is also the same, though less in quantity. The task of work which is prescribed for them by the regulations is picking oakum (half the quantity given to the men) or domestic work, such as washing, scrubbing, cleaning, or needlework. Oakum picking as a task of work for females, however, has been discouraged for some time by the Local Government Board, but it is still in force in many unions.

The number of female vagrants is comparatively small. Out of 9,768 vagrants relieved in casual wards in England and Wales on the night of 1st January, 1905, only 887, or 9 per cent., were women. On the 1st July, 1905, there were 813 female casual paupers out of a total of 8,556.

404. We have proposed that casual wards should be continued for the reception of male wayfarers, but we are strongly of opinion that women should be provided for elsewhere. Mrs. Higgs said :—

“I should propose that single women should be received into the workhouse proper. I Higgs, 1505. would do away with the casual ward for women. The reason of that would be three-fold. First of all, the woman, if she were admitted into the workhouse proper, would receive the workhouse clothes; therefore, she would not work in her own, and her own would not be destroyed. She would go out in as good a state of cleanliness as before. Besides that, I think it is altogether wrong to recognise a class of vagrant women at all. I think it is a great evil to recognise that a woman has the right to go about from place to place in that unattached kind of way. I think she should be received at the workhouse proper. . . . I think it is a great mistake for our country to educate any women into vagrancy.”

And as regards women who are tramping with their husbands, she said :—

“I think that women ought not to be allowed to travel about like that. I think it would be better if they were taken into the workhouse, and the husbands were made to pay for them. I think they could go out with their husbands, if there was a reasonable 1532. presumption that the husband was a working man travelling about for work, after the ordinary detention.”

405. We entirely approve of this suggestion. At present the treatment that female casuals receive is often unsatisfactory, and the complaints that Mrs. Higgs made of her experience in certain wards cannot be disregarded. But apart from this, we think it undesirable to encourage the female tramp. No similar provision is made for this class in other countries; and we feel that great advantage would ensue from the closing of the casual wards to women in this country. We gather from experienced officers that only a small percentage of the female tramps are with their husbands; temporary alliances seem rather to be the rule of the road. No doubt there may be exceptional cases, where a woman may have satisfactory reasons for tramping, but in any such case, if she is a decent person, she could hardly fail to prefer the accommodation of the workhouse to that of the casual ward. To a woman who 1539. is an habitual vagrant the workhouse would probably be a deterrent.

406. In many workhouses there are receiving wards where female vagrants could well be lodged for a night or two; but in any case we do not think that there need be any insuperable difficulty in arranging for their reception. If they are able-bodied, their services will be useful in many workhouses for domestic work, as there is often a difficulty in getting sufficient help from the ordinary inmates. From the point of view of the women the change from the casual wards to the workhouse will be of considerable benefit. In the workhouse she will be given other clothes to work in, and will thus avoid the hardship of which 1406, 1420, Mrs. Higgs complains. Moreover, she will receive better treatment generally, 1505. and, in many cases, may be brought under reformatory influences which in the casual wards she would escape. In the case of children, also, the workhouse is obviously a more suitable place than the casual ward.

407. We suggest that admission should be on an order from a relieving officer or assistant relieving officer, or, in sudden or urgent cases, on the authority of the master of the workhouse, and that discharge should be subject to the notice which is now required in the case of ordinary inmates of the workhouse. The possession of a way-ticket would entitle a woman to admission to the workhouses on her route, and if she was tramping with her husband she should be allowed to discharge herself on the morning after admission so as to join her husband. It is not likely that such cases would be numerous.

408. The removal of women from the casual wards will be of material assistance in connection with our proposals for placing the control of the wards in the hands of the police. It will greatly simplify the provision of the necessary casual wards, and there will be no need, as now, for a female staff. We think, however, that in the case of some of the larger casual wards now existing, where ample provision both in accommodation and staff has been made for the reception of female vagrants, it may be desirable, for some time after the transfer of the wards to the police authority, to continue to receive females in them. We do not contemplate that any such arrangement as this should be other than temporary, and we trust that it will be found practicable eventually to establish a uniform system throughout the country.

409. Apart from the reception of women into the workhouse, we do not propose that their treatment should differ materially from that proposed for men. The female habitual vagrant should, we think, be liable to be sent to a labour colony, which, of course, should be one appropriated to women only. We do not anticipate that there will be many cases which will need to be sent to a labour colony, and probably one or two institutions for the whole country would be sufficient. It seems to us that there would be special advantage in these being provided—at any rate, in the first instance—by private enterprise, and it is possible that there are institutions at present in existence which might properly be certified for this purpose. They should be subject, in so far as they are used for the compulsory detention of vagrant women, to the inspection and control of the Home Office.

410. We are inclined to accept the view that the question of female vagrants is comparatively unimportant and that if the men are removed, the women and children will soon disappear from the roads. Without the men, the women will find it easy to maintain themselves, and their case will present little difficulty.

Hutton, 4086.
Brooks, 5268.
Paton, 5321.
Loch, 8815.
Torr, 10244.

CHAPTER XVIII.

CHILDREN.

411. One of the most important questions included within the reference to us is that of vagrant children. This question has largely occupied public attention during recent years, and many charitable societies and individuals are striving to improve the condition of these children. We do not consider that the mere fact of a parent being on tramp with his child is a sufficient reason for taking the child out of his control, and we have received evidence that in many cases the children of tramps are healthy, well-cared for and apparently happy. But we are fully aware of the harmful results to children of a life of habitual vagrancy, and we agree that as far as possible action should be taken to rescue them from such a life.

Higgs, 1536.
Parr, 11016,
11020.
Lockwood, 10547.
Howe, 2277.
Poulton, 4697.

412. At the outset, however, it is right to say that the number of vagrant children has been greatly exaggerated; the mistaken idea on this point has no doubt arisen from the fact of the same children being counted over and over again. We are inclined to accept the estimate given by Mr. Parr, the director of the National Society for the Prevention of Cruelty to Children, that these children form but 3 per cent. of the total number of vagrants. The low proportion of children is confirmed by the figures published by the Local Government Board; thus, out of 9,768 vagrants relieved in casual wards in England and Wales on 1st January, 1905, only 188, or about 2 per cent., were children. The police census of the 7th July, 1905, showed that about $4\frac{1}{2}$ per cent. of the persons without a settled home or visible means of subsistence were children. There is evidence that there are fewer vagrant children now than formerly.

Preston-Thomas, 270.
Lockwood, 10546.
Parr, 10931-47.
Howe, 2064.
James, 7532.
Parr, 11003.

413. The principal statutes under which, at the present time, action can be taken in the interest of this class are as follows:—

- (a) Poor Law Act, 1899 (62 & 63 Vict., ch. 37).
- (b) Industrial Schools Act, 1866 (29 & 30 Vict., ch. 118).
- (c) Elementary Education Act, 1876 (39 & 40 Vict., ch. 79).
- (b) Prevention of Cruelty to Children Act, 1904 (4 Edw. VII., ch. 15).

414. *Poor Law Act*, 1899.—Under this Act, where a child is maintained by a board of guardians and its parents have either deserted it or are dead, or for reasons specified in the Act are unfit to have control of it, the guardians are empowered to assume all the rights and powers of the parent over the child.* So far as we are aware this power is but rarely exercised in regard to the children of tramps. If the guardians take action the child must be maintained by them, but as a rule they are not willing to throw upon the rates of their union the burden of the maintenance and education of children who are not settled there, nor to go to the trouble and expense which would be involved in an attempt to

Curtis, 2864.
Thompson, 2952.
Barnett, 5973.
Fleming, 5011.

* The terms of section 1 (1) of the Poor Law Act, 1899, are as follows:—

“Where a child is maintained by the guardians of a poor law union, and

- (i.) the child has been deserted by its parent; or
- (ii.) the guardians are of opinion that by reason of mental deficiency, or of vicious habits or mode of life, a parent of the child is unfit to have control of it; or
- (iii.) a parent is unable to perform his or her parental duties by reason of being under sentence of penal servitude or of being detained under the Inebriates Act, 1898; or
- (iv.) a parent of the child has been sentenced to imprisonment in respect of any offence against any of his or her children; or
- (v.) a parent of the child is permanently bedridden or disabled, and is the inmate of a workhouse, and consents to the resolution hereinafter mentioned; or
- (vi.) both the parents, or in the case of an illegitimate child, the mother of the child, are or is dead;

the guardians may at any time resolve that until the child reaches the age of eighteen years all the rights and powers of such parent as aforesaid, or if both parents are dead, of the parents, in respect of the child shall, subject as in this Act mentioned, vest in the guardians, and thereupon those rights and powers shall so vest accordingly and shall continue so vested whether the child does or does not continue to be maintained by the guardians. Provided that the guardians may rescind the resolution if they think that it will be for the benefit of the child that it should be rescinded, or may permit the child to be, either permanently or temporarily, under the control of the parent, or of any other relative, or of any friend, or of any society or institution for the care of children.”

Parr, 10985-8. ascertain their place of settlement. The law of settlement is thus an obstacle to action by the guardians.

11010. 415. It is much to be desired that boards of guardians should exercise their powers under the Act referred to. They could then deal with the children by emigrating them, or placing them in homes or institutions suitable to their case. It is, however, hardly reasonable to expect boards of guardians to assume in all cases the cost of the maintenance of children not belonging to their union, and it might be desirable that power should be given to the county council to make a contribution from the county rate towards the cost of the maintenance of a vagrant child who may be adopted by a board of guardians; this would be an alternative to dealing with the case under the Industrial Schools Act. But we are not prepared to suggest that the charge should be thrown on the county in every case where the guardians adopt a vagrant child.

10985-8.

Legge, 4577.
Appendix
XXXVI.

416. *Industrial Schools Act, 1866.*—Under section 14 of this Act, any person may bring before a petty sessional court any child, apparently under the age of fourteen years, “that is found wandering and not having any home or settled place of abode, or proper guardianship, or visible means of subsistence.” In such a case, the court, if satisfied that the child comes within the section and that it is expedient to deal with it under the Act, may order it to be sent to a certified industrial school. Doubt has arisen as to the meaning of the expression “not having proper guardianship” in this section, some magistrates apparently interpreting the section as only referring to a child under no guardianship, and others as if it referred to a child having an “improper” guardian. In 1869 the Home Office gave its opinion on the meaning of the section as follows:—

“The point left to the judgment of the magistrates in the sub-section of the 14th clause is not whether the child is or is not under any guardianship, but whether it is under proper guardianship. If the child’s parents are habitual drunkards, or of known vicious or criminal character, or tramps, or if they continually ill-use or neglect the child, and are thus the cause of its wandering and destitution, and are leaving it to grow up in the habits of vice and beggary, they cannot be said to be proper guardians to it, and it would be in full accordance with the intention and object of the Act, and for the advantage of the public, that the child should be withdrawn from their control and placed under the corrective training of an industrial school, the parents being ordered to contribute, in proportion to their means, towards the expenses of its maintenance.”

In a recent letter the Home Secretary expressed a general agreement with the above opinion, but added as follows:—

“He must not, however, be understood to hold that tramps are of necessity, by the mere fact of their being for the time without a home or settled place of abode, improper guardians of their children. The question of proper guardianship as well as the other questions involved in committing a child to an industrial school under the provisions of section 14 are matters to be decided by the magistrates in each case in the exercise of their discretion upon the particular facts placed before them and upon their available knowledge of the parent’s character.”

Legge, 4579.

Simpson, 1170.

417. The late Sir John Bridge, chief magistrate at Bow Street police court, stated in his evidence before the Departmental Committee on Reformatory and Industrial Schools, 1895, that the law covered the case of a professional beggar who had his children with him on the road, and that it could take these children away from him and send them to an industrial school. This opinion was also held by the Liverpool stipendiary, Mr. W. J. Stewart. Professor Dove Wilson, professor of law at the Aberdeen University, said in a memorandum prepared for the Scottish Departmental Committee on Habitual Offenders, 1894:—

“I have heard it suggested that if the wandering child had any kind of parents it could not be said to be without ‘proper guardianship,’ but I do not think it can be so interpreted, and I have always held that, if the parents were drunken or ill-treated their children, those children if found wandering through the country, whether with or without the parents, came under the Act.”

418. But it is not clear that these opinions entirely cover the point. All tramps are not drunken people, and there are many who cannot be said to ill-treat or neglect their children in a criminal sense, however bad it may be for the children to be habitually tramped about. We have reason to believe that the opinion

that the provision quoted does not apply to vagrant children is very prevalent among magistrates and others, and we think therefore that it is desirable either that the section should be amended so as to make it perfectly clear that it includes children of professional or habitual vagrants, or that magistrates should be generally informed of the view of the section taken by the Secretary of State. Simpson, 1173.
Legge, 4599.

419. We understand there is another difficulty in putting the Act in force for the protection of these children, and that is that some magistrates are loth to send children, against whom nothing but vagrancy is alleged, to schools which they think partake of a penal character. We do not think there is ground for this objection. We have been informed by Mr. Legge, the Inspector of Reformatory and Industrial Schools, of the excellent results to children of this class from training in an industrial school. Statements which he handed in to us in proof of this are given in the Appendix. Other witnesses testified to the same effect, and from these, and the knowledge we have obtained ourselves from other sources, we feel strongly that so far as possible use should be made of industrial schools for dealing with vagrant children, who from their previous surroundings need training of a correctional nature. 4588-9.
4542-6.
Appendix
XXXVI.
Crooks, 5377-84.

420. It does not seem to us that any difficulty need arise as regards the maintenance of children, ordered to be sent to an industrial school. Unless a child is sent on the application of the parent or guardian, a contribution towards the cost is usually made by the council of the county or county borough and a fixed payment is made by the Treasury. If the parent or other person liable to maintain the child is of sufficient ability, he can be required to contribute towards the maintenance a sum not exceeding 5s. per week.

421. *The Elementary Education Act, 1876.*—Another provision under which vagrant children may be dealt with is section 13 of the Elementary Education Act, 1876. That section provides that:—

“Where the local authority are informed by any person of any child in their jurisdiction who is stated by that person to be liable to be ordered by a court under this Act to attend school, or to be sent under this Act, or the Industrial Schools Act, 1866, to an industrial school, it shall be the duty of the local authority to take proceedings under this Act or the Industrial Schools Act, 1866, accordingly, unless the local authority think it is inexpedient to take such proceedings.”

Difficulty here has arisen from the proviso, which leaves it in the discretion of the local education authority to take proceedings or not, as they may think proper. It is doubtful whether the section has been used to any extent in the case of vagrant children on account of the objection to putting the cost on a small area, but it will be seen that if it were acted on it would afford ample means for securing control of all children passing through a district who are not receiving proper education. Parr, 10982-8.
Barneby, 4205.

422. Mr. Parr has suggested that this provision should be made compulsory. We are not altogether satisfied of the necessity of this step, having regard in particular to the change in the law effected by the Education Act, 1902. The circular issued by the Home Office on the 30th December, 1903, which is printed in the Appendix, sets out in full the powers of the new education authorities as successors to the school boards with regard to industrial schools, and explains how those powers can be used for enforcing school attendance in the case of children on tramp with their parents. It seems to us that the transfer of responsibility in this matter from school boards and school attendance committees to bodies acting over a much wider area is likely to result in a more vigorous administration of the law as regards the children of habitual vagrants. Parr, 10987-8.
Appendix
XXXVII.

423. *The Prevention of Cruelty to Children Act, 1904.*—Under this Act any person over the age of sixteen having the custody, charge, or care of any child under that age, who wilfully ill-treats, neglects, or exposes such child, or causes it to be ill-treated, neglected, or exposed in a manner likely to cause it unnecessary

suffering or injury to its health is guilty of a misdemeanour and liable on conviction to fine or imprisonment.*

Parr, 10993.
10949-52.
10939, 10957.

424. Mr. Parr has described to us the valuable work done by the National Society for the Prevention of Cruelty to Children under this Act. It appears, however, that they experience considerable difficulty in applying it to vagrant children, as it is necessary to prove an overt act of cruelty or something likely to cause the child unnecessary suffering, before the person having charge of it can be deprived of the custody. Mr. Parr said—"If the child had manifestly no sign "of ill-treatment or neglect, and was well-nourished, and clean and decently "clothed, we should have no opportunity of doing anything at the moment." And he added that the Society did not interfere unless they had good reason to believe that the child was actually suffering or ill-treated. Out of 105,926 children who were the subject of inquiries by the Society during 1904, only 375 were cases of children exposed for begging purposes, and only 6 of these were sufficiently grave to warrant prosecution.

10965.
10989-90.

425. It appeared from Mr. Parr's evidence that in certain cases the Society are met with the difficulty that they are not able to assume control of a child in respect of whom they have obtained a conviction under the Act of 1904 unless they undertake the cost of maintenance. The fact tends to cripple the Society in their good work ; and we think that in any case where the court decides that the child ought to be sent to an industrial school the cost of its maintenance there should be borne in the usual manner. But where the Society obtain custody of a child under the Act of 1904, it seems not unfair that they should be required to maintain it.

Howe, 2067.
Parr, 10996.
11046.
11048.

426. We have heard from witnesses of the useful work done by the officers of the Society in co-operation with the workhouse officers ; the system generally adopted being that the latter give notice to the nearest officer of the Society when children are leaving the casual wards, and he is thus able to watch their progress and take action if there is any ill-treatment or cruelty. This action seems to have resulted in a diminution of the amount of child vagrancy. Mr. Parr described to us a scheme proposed by the Society for the registration of tramps and their children, which, in our opinion, will be of great advantage in facilitating the identification of vagrants and the operations of the Society.

427. *Recent legislative proposals.*—In consequence of the difficulty of taking action as regards vagrant children, and also because there was no provision for the punishment of the persons responsible for children being habitually tramped about, a Bill was introduced into Parliament in 1889 for the "further Protection of the Children of Vagrants." This Bill, which was re-introduced into the House of Commons in the following years and again in an amended form in 1904,† made it an offence for any person over the age of sixteen years to be found wandering in any street, road or public place with any child under fourteen years of age in his custody, charge or care, and without visible means of subsistence, if there is reason to believe that he has no home or settled place of abode, or is leading a vagrant life, and that such a child, if of school age, is not attending school. If convicted of the offence, he is subject to imprisonment for a term not exceeding six months, and the child can be dealt with under the Poor Law Act of 1899,

* Section 1 (1) of the Prevention of Cruelty to Children Act, 1904, is as follows :—

"If any person over the age of sixteen years who has the custody, charge, or care of any child under the age of sixteen years, wilfully assaults, ill-treats, neglects, abandons, or exposes such child, or causes or procures such child to be assaulted, ill-treated, neglected, abandoned, or exposed in a manner likely to cause such child unnecessary suffering, or injury to its health (including injury to or loss of sight, or hearing, or limb, or organ of the body, and any mental derangement), that person shall be guilty of a misdemeanor ; and

"(a) on conviction on indictment shall be liable, at the discretion of the court, to a fine not exceeding one hundred pounds, or alternatively, or in default of payment of such fine, or in addition thereto, to imprisonment, with or without hard labour, for any term not exceeding two years ; and

"(b) on summary conviction shall be liable, at the discretion of the court, to a fine not exceeding twenty-five pounds, or alternatively, or in default of payment of such fine, or, in addition thereto, to imprisonment, with or without hard labour, for any term not exceeding six months."

This provision is the same as that contained in the Act of 1894, which was repealed by this Act.

† Vagrants' Children Protection Bill. [98.] 1094.

or be sent to an industrial school, or committed to the custody of some relative or other fit person. If the guardians take charge of the child, and its settlement cannot be ascertained, it is to become a charge on the county up to six shillings a week. A similar Bill was introduced in the House of Commons in 1903 under the auspices of the State Children Association.* Both Bills made it an offence to keep these children outside the Education Act. The objection has been raised to these Bills that they proposed to create a new offence by punishing the person who is roaming about with a child, irrespective of there being an act of cruelty. We are inclined to agree with Mr. Fenwick and other witnesses that the mere fact of being on tramp with a child should not be considered an offence, and the provisions to which we have referred in this chapter seem to us to afford sufficient powers in this matter.

428. The proposals we make with regard to habitual vagrants will, we think, be of material assistance, and our view is that where the parent or guardian of a child is dealt with as an habitual vagrant there should be power to the court to order the child to be sent to an industrial school or to be dealt with in such other way as may seem expedient. As mentioned in the previous chapter, we suggest that women and children should be received into the workhouse instead of the casual wards, and we believe that this course will afford a further means of rescuing children from a life of vagrancy.

* Vagrant Children Bill. [167]. 1903.

CHAPTER XIX.

SUMMARY OF RECOMMENDATIONS.

429. The following is a summary of the principal recommendations made by us.*

Casual Wards.

1. Wards to be placed under control of police authority (120-147).
2. Existing buildings, where required, to be rented or purchased by police authority (132-3).
3. Superfluous wards to be discontinued (130; 133).
4. Where practicable, existing officers of wards to be continued in office (135).
5. Where wards adjoin or form part of the workhouse, arrangements to be made with the guardians for supply of stores, heating, etc. (134).
6. Diet to be adequate, and provision to be made for mid-day meal on day of discharge (95, 181, 308-10).
7. Task of work to be enforced, and to be a time task (93, 148-9):
8. Detention to be for a minimum of two nights, except in case of men with way-tickets (151-2, 180).
9. Expenses of wards to be charged to the police fund (129, 136, 142).

Assistance to Work-seekers.

10. Tickets to be issued by the police to persons who are *bona fide* in search of work (178).
11. The ticket to be for a definite route, and available only for a month, with power to police to alter route if satisfied that this is necessary (179, 182).
12. The holder of a ticket to be entitled to lodging, supper and breakfast at the casual ward, and to be able to leave as early as he desires after performing a small task (179-80).
13. The holder of a ticket to have a ration of bread and cheese for mid-day meal given him on leaving the casual ward in the morning (181).
14. Information as to work in the district to be kept at casual wards and police stations for assistance of workseekers (184-5).

Vagrancy Offences.

15. Short sentences to be discouraged. Where the sentence is for less than fourteen days, it should be limited to one day, and the conviction recorded (196, 224).
16. Habitual vagrants to be sent to certified labour colonies for detention for not less than six months or more than three years (221-3, 286).

Labour Colonies for Habitual Vagrants.

17. Labour colonies for habitual vagrants to be certified by Secretary of State and generally to be subject to regulations made by him (284-5, 304).

* The numbers of the paragraphs in the Report referring to the particular recommendations are given in brackets.

18. Councils of counties and county boroughs to have power to establish labour colonies, or to contribute to certified colonies established by other councils or by philanthropic agencies (284-5, 287-8).

19. Exchequer contribution to be made towards cost of maintenance of persons sent to labour colonies (287-8).

20. Subsistence dietary to be prescribed. Inmates to have power to earn small sums of money by their work, and, by means of canteen, to supplement their food allowance (290, 312-5).

21. Discharge before the conclusion of sentence to be allowed on certain conditions (286):

22. Industrial as well as agricultural work to be carried on (299-302).

Economy in Buildings.

23. Buildings for casual wards and in connection with labour colonies to be erected cheaply (291-2, 317-23).

Common Lodging-Houses (outside London).

24. Common lodging-houses to be licensed annually by local authority (326-7).

25. Stricter supervision and control to be exercised by local authority (326-7).

26. Police to have right of entry (327).

Regulation of Shelters and Free Food Distributions.

27. Shelters to be licensed and regulated by local authority (366-7).

28. Free food distribution to be subject to veto of local authority (360).

Spread of disease by Vagrants.

29. Necessity of stricter enforcement of existing law (375, 377).

30. Notice to be given to neighbouring districts of smallpox occurring in common lodging-houses or casual wards (377).

Sleeping out.

31. Sleeping out to be an offence whenever it takes place in buildings or on enclosed premises, or is a danger or nuisance to the public (384).

Pedlars.

32. Practice as to issue, renewal and endorsement of certificate to be uniform (400).

Women.

33. Female vagrants to be received into the workhouse instead of the casual wards (405-8).

Children.

34. Children of persons dealt with as habitual vagrants to be sent to industrial schools or other place of safety (428).

35. Child vagrants to be received into the workhouse instead of the casual wards (406, 428).

36. Section 14 of the Industrial Schools Act, 1866, to apply to vagrant children (418).

Conclusion.

430. It will have been seen from Chapter I. that previously to the 19th century Parliament attempted to repress vagrancy in this country by the enactment of a long series of measures of varying severity. It is doubtful to what extent they were enforced, but the result showed that isolated acts of punishment, however severe, did not prevent what was then, as now, a mode of life.

431. In the last century milder counsels prevailed, and a twofold method of dealing with vagrancy was instituted. On the one hand certain acts characteristic of the vagrant were defined as offences, and cumulative punishments were prescribed ; on the other hand the status of the vagrant was definitely recognised, and food and shelter were provided at public expense to assist him on his wanderings, though it was sought to prevent a too free resort to this assistance by surrounding the gift with irksome conditions. Any chance of success under this system lay in a consistent administration of the law throughout the country. But from the very start of the system—under which the vagrant ceased to be regarded simply as a criminal to be repressed, and became partly chargeable to the poor law authorities—his treatment has followed no general principles, but has been practically left to the whims and wishes of the local administrators. The Orders of the Central Authority which were issued to secure uniformity of treatment have wholly failed to do so ; and a similar absence of consistency in the enforcement of the law has characterised the action of the police and the magistrates. Between the Poor Law and the police the vagrant has flourished. It has been well said that the police authorities treat the vagrant as a criminal but do not punish him, while the Poor Law authorities treat him as a pauper but do not relieve him.

432. It is true that on the Poor Law side attempts have been made from time to time to discourage the vagrant ; Acts have been passed, new methods have been introduced and the Central Authority have issued numerous circulars with a view to rendering the grant of casual relief more deterrent. Statistics show that, as a rule, these changes have been followed by a temporary reduction in the numbers resorting to the casual wards. Whether any actual diminution in the total number of vagrants was caused does not appear, but it is certain that each change soon lost its repressive effect on the vagrant, and the casual ward figures quickly rose to the previous level.

433. But apart from the difficulty of securing uniformity, the great objection to the present system is that it makes no attempt to reform the vagrant ; he is encouraged to continue in his useless life by the casual wards established for his reception, while the short terms of imprisonment to which he is sentenced for acts of vagrancy have no effect in teaching him to amend his life.

434. The whole history of vagrancy in this and every other country indicates that the vagrant cannot be suppressed, but must be specially treated for his mode of life and his disinclination to do honest work. To apply this treatment it is essential that the habitual vagrant should be detained under reformatory influences for long periods. Under such influences it may be possible to instil into him habits of work ; but even if this should not be achieved by prolonged detention such as we recommend, there are other reasons which render his segregation necessary. To protect the public from the trouble and the nuisance which he causes, to prevent children being trained in his habits, and to deter others from adopting this life seem to us objects which amply justify the course proposed.

435. Our recommendations constitute a complete scheme of which the main feature is the establishment of labour colonies. We have considered that the casual wards cannot be dispensed with at present, but we suggest that the Poor Law authorities should be relieved of the care of the vagrant—a matter indeed which is outside, and interferes with, their proper functions. The natural authority for controlling the vagrant is the police, and under them we hope that a uniform system will be established throughout the country. For

the *bona fide* work-seeker we have suggested means which should enable him to receive preferential treatment and real assistance when he takes to the road.

436. Lastly we would again draw attention to what, in our opinion, is the real cause of vagrancy, but which, unfortunately, is beyond the power of legislative or administrative action. Were it not for the indiscriminate dole-giving which prevails there would be little necessity for casual wards or labour colonies for the vagrant, and idle vagrancy, ceasing to be a profitable profession, would come to an end.

437. We wish, in conclusion, to record our deep sense of obligation to our Secretary, Mr. F. L. Turner. An immense amount of labour has fallen on him in the conduct of the Inquiry and in the preparation of the Report and Appendix. The Inquiry has been one of exceptional difficulty, and his knowledge of the various branches of the subject, and his general ability and business capacity have been of the greatest value to us throughout.

JOHN L. WHARTON (*Chairman*).

W. CHANCE.

J. S. DAVY.

ARTHUR DOWNES.

C. EARDLEY-WILMOT.*

E. M. SHOWERS.

H. B. SIMPSON.†

F. L. TURNER, *Secretary*.

21st February, 1906.

* Subject to the Memorandum printed on page 122.

† Subject to the Memorandum printed on page 123.

MEMORANDUM BY CAPTAIN EARDLEY-WILMOT.

1. Although I agree with every recommendation of the Committee, I regret that I cannot sign the Report without reservation on one point.

2. In the section dealing with the vagrant in prison (pages 54 to 58), stress is laid on statements of opinion made by certain witnesses, to the effect that recent improvements in prison dietaries, together with the abolition of the treadmill and crank in local prisons, are to some extent responsible for the increase in prosecutions for workhouse offences and the offences of begging and sleeping out which is noticeable since the year 1900. Statistics printed in the Appendix are quoted in support of this inference.

3. In the case of offences against the person and against property (*i.e.*, ordinary crime) the number of *prosecutions* in succeeding years can fairly be taken to show fluctuations in the number of such *crimes*. In the case of vagrancy offences, however, it is notorious that the number of prosecutions depends almost entirely on the instructions given to the police and to the masters of workhouses in the various localities. This alone, in my opinion, nullifies the value of these statistics as a gauge of the increase or decrease of the number of offences with which they deal. But, apart from this, the point of these statistics rests on the extraordinary rise in prosecutions for vagrancy offences in 1901 and succeeding years. As, however, the alteration in the prison dietaries took place so far back as April, 1899, and treadwheels and cranks were done away with in only nine prisons before 1901, I cannot see how the increase in these prosecutions in that year can be attributed to the changes in prison diet or labour.

4. Supposing, however, for the sake of argument, that the opinions of these witnesses were well-founded, and an attempt were made to give them practical effect, one of two courses would have to be adopted: either the devising of a special treatment for vagrancy offenders, more severe than that of the casual ward; or, our penal system, which has been built up by experts on the experience of many years, would have to be re-cast. In the first case we should be treating a man convicted of begging or sleeping out with greater severity than, for instance, a thief or wife beater, and, in the second case, in order to satisfy what are suggested as the penal requirements of a comparatively small and unimportant section of the prison population—and that the least criminal in the strict sense—we should be reverting to the old system of treatment by cranks and treadwheels, and penal diets. This has been condemned by public opinion; and having been eliminated from prison Rules under Parliamentary sanction, a system would have to be re-established which has been deliberately and quite recently abolished. Such an expectation appears to me to be futile.

5. But we have no such dilemma to meet. Had an element of luxury, or even of comfort, been introduced into prisons for the benefit of short-sentence prisoners, the contention of these witnesses might be arguable, but such is far from being the case. I cannot accept the proposition that separate confinement in a prison cell on a dietary composed of brown bread and gruel for breakfast and supper, and brown bread together with either porridge, suet-pudding or potatoes, for dinner, even if there were no task of work to be done, can be so attractive as to increase the number of those hopeless ne'er-do-wells who spend their time between the workhouse, the casual ward and the gaol. When a man has reached such a state of degradation that it is a matter of indifference to him whether he is in prison or not, the conditions of his imprisonment are of small account.

6. The knowledge of men of this class which I have gained in my experience as governor of both convict and local prisons, and more recently as an Inspector, has convinced me that no alteration in treatment, within the limits that would be allowed in this country, could affect their number. Causes for increase must be looked for in the social and economic conditions of the period under discussion. I may add that this is the opinion of every thoughtful and experienced prison official with whom I have discussed the question.

C. EARDLEY-WILMOT.

MEMORANDUM BY MR. SIMPSON.

1. I much regret that I am unable to agree with the other members of the Committee in their proposals regarding London. Throughout the Metropolitan Police district the Secretary of State is the statutory police authority, as the standing joint committee is in other counties, and as the watch committee is in boroughs; the Metropolitan Police is managed as a department of Government, and I cannot think it would be right to cast on them a duty which has always hitherto devolved on local authorities, and which will in future, according to our proposals, devolve on local authorities everywhere else.

2. I can see no sufficient reason why the standing joint committees of Surrey, Kent, Essex, and Hertfordshire should not take over all the casual wards in their respective counties including those that lie within the Metropolitan Police district. In London and Middlesex the case is somewhat different, but on the whole the most convenient course seems to me to give the standing joint committees for those two counties the same functions as we recommend for standing joint committees elsewhere. It is true they will not have a police force under their control to utilise for this purpose, but I do not agree with my colleagues in considering that the control of the police is the main argument for transferring the casual wards to standing joint committees.

3. Indeed, it does not seem to me that the employment of police officers to inspect the casual wards is a really essential part of our scheme; in country districts it will no doubt be convenient to use the police rather than appoint a new staff for this purpose, but in towns the conditions are different. So far as municipal boroughs are concerned, it may not always be of advantage to employ police officers on such a service, while in London it seems to me that there would really be no reason to do so.

4. The strongest argument for the transfer of casual wards to standing joint committees is in my opinion that these committees act for a much wider area than the boards of guardians, and though the control of the police will undoubtedly give them great advantages in carrying out the policy we have recommended for adoption, there are other reasons apart from this which would justify the transfer of the London and Middlesex casual wards to the standing joint committees on exactly the same terms as we propose in other counties. In London, moreover, the staff employed in the inspection of common lodging-houses and shelters could be conveniently employed also for the inspection of the casual wards. It would indeed be of special advantage that the resorts of the vagrant class which are maintained from public funds should in London be under the supervision of the same staff of inspectors as those which are managed by charitable agencies or private enterprise, and I submit that the standing joint committee for London would, on the whole, be in no worse position than any other standing joint committee for discharging the functions assigned to them; or that at all events they would be in a better position to do so than either the Secretary of State or the Commissioner of Metropolitan Police. I would further venture to suggest that the staff at present appointed by the Local Government Board to visit the casual wards in London might also report to the standing joint committee quarterly, or at such other times as may be convenient; and that if the standing joint committees should find it convenient in the discharge of their duties in connection with casual wards to employ police constables, there would be no difficulty in obtaining the services of members of the Metropolitan Police force on the same terms as they are given for other work outside the regular police duty.

H. B. SIMPSON.



VAGRANCY COMMITTEE.

MINUTES OF EVIDENCE

TAKEN BY THE

DEPARTMENTAL COMMITTEE

ON

VAGRANCY.

VOLUME II.

MINUTES OF EVIDENCE, DIGEST OF EVIDENCE AND GENERAL INDEX
TO EVIDENCE, APPENDIX AND REPORT.

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1906.

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VAGRANCY COMMITTEE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

DEPARTMENTAL COMMITTEE

APPOINTED BY

THE PRESIDENT OF THE LOCAL GOVERNMENT BOARD

TO INQUIRE INTO THE SUBJECT OF

VAGRANCY.

FIRST DAY.

Tuesday, 25th October, 1904.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair.*)

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.
Mr. F. L. TURNER (*Secretary*).

Mr. H. PRESTON-THOMAS, General Inspector of the Local Government Board, called; and Examined.

1. (*Chairman.*) Mr. Preston-Thomas, you are, I believe, at present one of the Inspectors of the Local Government Board?—I am.

2. Have you been long in that position?—Since 1894, first in the Eastern Counties District and then in the Devonshire District.

3. Previous to that you were, of course, for a considerable period in the Local Government Board?—In the Local Government Board and previously in the Privy Council Office.

4. Then what is your present district?—My present district is Devonshire, most of Somerset, and Cornwall.

5. And before that you were in the Eastern Counties?—In the Eastern Counties, yes.

6. You are to-day kindly come to us to give evidence on behalf of the Local Government Board with reference to the subject that we are inquiring into, namely, the law relating to vagrancy and its administration, and whether any alteration in the law or its administration is desirable?—And to give an account of what has been done up to the present time.

7. You are going to give us some historical account of this question?—I may, perhaps, begin by saying that the early history of measures against vagrancy does not concern the grant of poor law relief at all, but the relief of begging.

8. When was the earliest record of the law being put in force with regard to begging?—As to beggars there was an Act of Richard II.; but in Tudor times there were very stringent laws indeed against them; they were imprisoned, they were branded, they were even hung; and Dr. Burn says, "This part of our history looks like the history of the savages in America. Almost all

severities have been exercised against vagrants, except scalping, and as one severity fell short it seemed naturally to follow that a greater was necessary." Every Act recites in its preamble that previous punishments having been of no effect, therefore further (and still more barbarous) punishments are enacted.

9. Then, of course, in those days there was no legal relief whatever?—No legal relief at all; the support of the destitute was in the hands of the church.

10. I mean there was no system of public relief?—No system of public relief; the poor depended upon the church and the monasteries and so on.

11. Then when was the first Act in the way of relief passed?—There was an Act of 1536, which was an Act for relief, inasmuch as it provided for the compulsory apprenticeship of vagrant children by public authorities of cities and shires, and it is noteworthy that that Act prohibited giving alms to vagrants under penalty of ten times the amount given.

12. And after that Act?—Then we come to the great Poor Law of Elizabeth, which really does not seem at all to contemplate giving relief away from a man's own parish; it does not refer to vagrants.

13. Was there any Act from the time of Elizabeth up to the 18th century?—There were various local Acts in which municipalities were empowered to commit vagrants or sturdy beggars to workhouses. In the phrase usually employed they were to be "kept and set to work" for any period up to one year, sometimes (as in Exeter) even up to three years, but I do not find that this power was exercised to any considerable extent. Then there was in 1824 the Vagrancy Act.

14. Was there nothing else between the time of Elizabeth

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and 1824 ?—I know of nothing substantial. There were certain local Acts establishing industrial houses, poorhouses, workhouses, and houses of correction, more or less bearing on the subject, but nothing general.

15. Were they brought in as private Acts ?—Yes, they were brought in as private local Acts.

16. Were there no general Acts ?—No.

17. I suppose those Acts varied a good deal in their general effect ?—Yes. Of course, there were various general Acts as to the treatment of beggars, more or less modifying the barbarous Acts of previous times ; now a little more severity, now a little less severity, but there was nothing general as to relief.

18. All repression and no relief ?—All repression and no relief.

19. Then you come to 1824 ?—The Act of 1824 was a measure simply for the repression of mendicity, but the magistrates were authorised to grant vagrants discharged from prison certificates or passes to enable them to reach their places of settlement, and to obtain relief from parochial authorities on the way.

20. Was that compulsory, or did it give the magistrates permission only to do it ?—It authorised them ; it gave permission.

21. It gave permission ?—But I gather that practically a man on being discharged from gaol always had, if he liked, such a pass, with a claim to that sort of relief.

22. To enable him to get relief on the road ?—On his way ; and he got a certain sum also on leaving gaol. That is a different matter.

23. There was a Report of the Poor Law Commissioners of 1834, was there not ?—Yes, the Report on which the whole present Poor Law system is founded, and it is worth while, I think, to quote the passage in which they refer to vagrancy. They say that, "Feeling convinced that vagrancy will cease to be a burthen if the relief given to vagrants is such as only the really destitute will accept ; feeling convinced that this cannot be effected unless the system is general ; and also convinced that no enactments to be executed by parochial officers will in all parishes be rigidly adhered to, unless under the influence of strict superintendence and control—we recommend that the Central Board be empowered and directed to frame and enforce regulations as to the relief to be afforded to vagrants and discharged prisoners." But for many years the Central Board made no such regulation.

24. They made no Order ?—No.

25. Then was that Report followed by a public Act ?—It was followed by the Act of 1834, "The New Poor Law," as it was called, but there was no reference to vagrants in that Act at all. And it is rather significant that in the plans which the Commissioners shortly afterwards issued for new workhouses to be built in pursuance of that Act, there is no accommodation for vagrants at all.

26. Then, in fact, vagrancy was in no way dealt with under that Act ?—Not at all.

27. There was no provision with regard to punishment for begging ?—No, none at all.

28. (*Sir William Chance*). Some of those special Acts to which you refer, those local Acts, were still continuing ?—Still continuing at that time ; there was no general repealing Act.

29. (*Mr. Davy*). Could you give an instance ?—There was an Act at Exeter in 1697 enabling the committal of vagrants to the poorhouse there for a maximum term of three years ; that is the sort of Act I refer to.

30. (*Chairman*). There was a Circular in 1837 ?—In 1837, the Commissioners issued a Circular to guardians intimating that casually destitute wayfarers must be relieved by the relieving officer, and that beggars by profession must be dealt with by the constables under the Vagrancy Act of 1824. They tried to draw a distinction between the two.

31. Now, when was the first mention of any task being set to vagrants ?—The first that I have been able to find was at Hatfield where (without very much authority) a task was established. They relieved the casuals, and they made them do something in return, and Lord Salisbury

then made a representation to the Poor Law Commissioners, suggesting that some task of the kind should be made universal.

32. Made general ?—Yes.

33. Do you know the date of that ?—That was about 1838 or 1839.

34. Up to that time, as far as you know, there had never been any system of making the vagrants do any work in return for relief ?—No general system at all, and that is spoken of in the literature of the time as an experiment which might be very well made general, and so on, but it is spoken of as a novelty and as an experiment.

35. The inception of this really was the act of the late Lord Salisbury ?—Yes, the Lord Salisbury of that date (who was a member of Lord Derby's Cabinet of 1858).

36. Then there was a public Act in 1842 ?—The Act of 1842 legalised the performance of a task. It authorised the guardians to prescribe a task of not more than four hours after breakfast on the morning succeeding admission.

37. By whom was that Act brought in ?—The Poor Law Commissioners, I think.

38. They were not then called the Local Government Board ?—No ; the Poor Law Commissioners. There were three developments of the Central Department : first the Poor Law Commissioners ; then the Poor Law Board ; then the Local Government Board. In 1842 the first of the three was in existence.

39. Was there any establishment of vagrant wards under the Act of 1842 ?—By a general Order of the Commissioners in 1842 it was first required that casuals should be kept in a separate ward, dieted and set to work under regulations framed by the guardians and approved by the Commissioners.

40. Was that followed up by action ?—In a Report shortly after that the Commissioners called attention to the reduction of vagrancy between 1842 and 1844, and they attributed this result partly to the establishment of a task and partly to the opening of refuges in London, which they thought had relieved them of part of their casuals in London.

41. Was the reduction considerable ?—Yes, certainly.

42. Was there not a Report of the Poor Law Commissioners in 1844 ?—Yes, and they commented on that reduction of vagrancy. Then the Poor Law Act of 1844 authorised the combination in London and certain large towns of unions or parishes for the provision of casual wards or asylums for casuals, and the Commissioners put forward a proposal founded on this Act dealing with London. They were going to put casual wards all about London for the reception of London vagrants, but this met with so much Parliamentary opposition, I think on the ground of economy mainly—Mr. Hume, the economist, stoutly opposed it in Parliament—that it had to be withdrawn.

43. As to the cost of casuals ; was that made a union charge ?—It was. It had been a charge on the particular parish in which the workhouse was, an arrangement which was, of course, grossly unfair, and the parishes which had many applicants complained very much indeed ; so under the Poor Law Act of 1848 the cost of relieving casuals was made a union charge.

44. (*Mr. Davy*). Was there not a Circular from the Poor Law Board threatening officers with dismissal if they refused relief to destitute casuals ?—I am not sure if there was a Circular, but there was a case where the officer was dismissed for refusing relief to a casual, and that created such a stir that relief was given generally to every casual on application without his showing his destitution in the least.

45. (*Chairman*). Was there any special circumstance in 1848 which added to the number of the destitute ?—Yes ; owing to the Irish famine there was an enormous increase of vagrancy. Mr. Boase was appointed to inquire into the whole question, and the statistics collected by him were very remarkable. They showed the number of casuals on a particular day in December to be 1,791 in 1845 ; 2,224 in 1846 ; 4,508 in 1847 ; and 16,086 in 1848. This enormous increase was mainly due to the incursion of Irish people in consequence of the famine, and also partly to an assumption which had been generally

read into the Commissioners' Circulars that every applicant must be relieved. Mr. Boase stated that the number of vagrants really destitute was only about one-tenth of the whole; and that lodging-house keepers complained that the workhouse casual wards were taking away their customers. He considered that most of them ought to be dealt with by the police, while uniformity of treatment was essential.

46. Was there a Circular in 1848?—Mr. Charles Buller, who was the President of the newly constituted Poor Law Board, issued a Circular to guardians calling attention to the fact that all vagrants applying for relief had been admitted to the workhouse, whereas the officers ought to "discriminate between the treatment of the professional vagrants and those really in distress," the former class being characterised as "the thief, the mendicant, and prostitute who crowd the vagrant wards." The Circular suggested uniformity throughout England in (a) refusal of relief to able-bodied men not actually destitute; (b) the imposing of a sufficient task; (c) the employment of police officers as relieving officers for tramps; and (d) some system of passes or certificates to be given by some (unnamed) authority to persons actually in search of work.

47. Was that acted upon to any great extent?—It was very widely acted upon by boards of guardians, and the result was that the total number of vagrants relieved on the 1st July, 1849, was only 5,662, as compared with 13,714 on 1st July, 1848; but an increase was shown in some unions which had not established casual wards.

48. Then from what you say the effect of casual wards was already successful?—Yes; owing to the special considerations that Mr. Buller had placed before the guardians, to the effect that they need not relieve every one, but might hesitate and make inquiries as to whether there was need of relief.

49. (Mr. Davy.) Putting the responsibility on the workhouse masters of discriminating?—It would certainly fall on the masters.

50. (Chairman.) What was the next important fact in sequence of time?—The proposal of the Poor Law Board in 1857 with regard to casual wards in London. They again put forward their scheme of 1846, of dividing the Metropolis into a few districts for the establishment of casual wards, each to treat vagrants in a uniform manner, but this scheme again had to be dropped as it had been dropped before.

51. Was that owing to Parliamentary opposition?—I am not quite sure whether it actually got into Parliament, but there was such a storm of opposition of some sort that it had to be dropped.

52. Was there any provision made about that time to make the police relieving officers for vagrants?—On the 28th December, 1863, the Poor Law Board issued another Circular recommending the appointment of police as relieving officers for vagrants in London.

53. What was the effect of that; did the police take up the duty?—The proposal was generally adopted; the police took up the duty, though with some reluctance, and after a time, as I will show you later, they raised such objections against it that they ceased to discharge it and special officers were appointed. But for the time the police undertook the duty the arrangement seemed to act well.

54. That would not be under Act of Parliament but simply by agreement between, I suppose, the Local Government Board of the day and the Commissioners of Police?—The Central Department apparently acted through the individual unions which made arrangements with the police.

55. (Sir William Chance.) By acting well, do you mean that it caused a reduction of vagrancy in London?—For a time the vagrancy went up and down so much that it is very difficult often to trace cause and effect.

56. (Chairman.) How long did the police perform this duty before complaint was made and they abandoned it?—Several years; I think till 1872.

57. Now was there not a Select Committee followed by an Act in 1864 dealing with Metropolitan vagrancy?—Yes. The Select Committee recommended that vagrancy in London should be a common charge, and hence the Houseless Poor Act of 1864, which was amended in 1865.

58. When you say a common charge, do you mean that it was made a charge on the whole of the rates of London without going into the various districts?—Yes, under those two Acts the expenses were to come out of the rates levied by the Metropolitan Board of Works over the whole Metropolis. Every London union was required to provide casual wards to the satisfaction of the Poor Law Board, who were to have a quarterly inspection of each.

59. There were Circulars in 1864 and 1865 as to the Metropolitan casual wards, I think?—Yes; the Board specified the requirements for casual wards, which they thought should have sleeping platforms or barrack beds; and they recommended, but they did not then prescribe, a task and a bath for each tramp; and they announced that they had made arrangements with the Commissioners of Police, by which the superintendents would inspect the casual wards in London and would make quarterly reports on them.

60. That I think was followed in 1866 by a volume of reports by the Inspectors. Was that for London alone?—No, it was for the whole country. It is a big volume of reports, some of which were very curious in their statements about vagrancy and the different sorts of people that resorted to the casual wards. They showed the greatest diversities as to the treatment of tramps. Of 619 unions 86 had no casual wards at all; many others had quite unsuitable accommodation; 195 imposed no task of work, but 292 employed the police as assistant relieving officers. It is noticeable that of the whole number of vagrants relieved on a particular day in 1865, more than one-third received the relief, not in casual wards but in the form of out-relief tickets for common lodging-houses or something of this sort, and that shows how deficient the accommodation was in connection with workhouses.

61. (Mr. Davy.) Those were tickets given by the relieving officers?—Those were tickets given by the relieving officers, because they had no room at the workhouses.

62. They entitled a man to a night's lodging?—Yes.

63. (Chairman.) Then about that time was there anything done in the way of further enforcement of tasks for vagrants?—Well, it was represented very strongly in these reports by the Inspectors that workhouse masters would not enforce the tasks. Their great idea was to get rid of the vagrants as soon as possible; so they did not wish to bother about supervising their task, and that is a difficulty which has continued to the present day.

64. And that was referred to in the volume of reports?—That was referred to prominently.

65. I suppose pointing out the variety of treatment by the various workhouse masters?—That is so.

66. Now we come to what you have already referred to—the police as assistant relieving officers?—That system in some counties seemed to act exceedingly well, but in others it failed, owing to the police giving orders without inquiry, or to some friction between the police and the workhouse officials. Essex was the one county where vagrancy was reported to have been practically abolished by the arrangements established about 1848 by the chief constable, Admiral McHardy, who was specially keen about vagrants in Essex. The one thing that everybody said was so admirably done there was Admiral McHardy's suppression of vagrancy.

67. (Sir William Chance.) When did he first take action?—Somewhere about 1848 or a little earlier.

68. Did he institute the system of employing the police as assistant relieving officers at that time?—I think so. There were two or three places where it was done about the same time; but he was the most prominent about it, and it was done more thoroughly and more extensively in Essex than at any other place.

69. And in consequence vagrancy decreased in Essex?—Up to the present time Essex has been a county in which you would expect to get a large number of vagrants, and yet year after year there have been extraordinarily few.

70. Do you wish to refer to the opinions of the Inspectors given in that volume of reports?—Yes, especially to those of Mr. Doyle, who wrote what has always been a sort of standard report as to mendicity and casuals. It has been

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more quoted than almost any other blue-book that I know of. He gives extracts of tramps' writings on the walls of the workhouses, by way of showing their general character as what he calls "vagabonds of the lowest class," and he gives a great deal of information about them. He recommends that a vagrant ward should be attached to every police station with means of setting professional vagrants to work, and that the wards at workhouses should be utilised for men genuinely in search of work who have obtained from the authorities credentials showing the object of their journey. Other Inspectors considered that the whole treatment of vagrants was a matter for the police. All were apparently agreed that uniformity was essential.

71. (*Mr. Davy.*) Is it in that report that objection is taken to the police acting as assistant relieving officers for the reason that they would be apt to pass the man who had committed an offence against the Vagrancy Act on to the workhouse, instead of dealing with him themselves?—Yes.

72. That is to say, that the weak point of the system was that there were two authorities?—Yes, there was a good deal of friction.

73. Is that point brought out in all these reports?—Yes.

74. (*Chairman.*) That, I suppose, has been the difficulty from the very earliest?—I think so.

75. Then there was the objection of the London police to act as assistant relieving officers?—Yes; in their Report for 1866 the Poor Law Board comment on the considerable increase of vagrancy, particularly in London, and say they have approved tasks in nearly all unions in the country. As to the question of the police acting as assistant relieving officers in London, there is a letter from Sir Richard Mayne stating that the police greatly dislike the duties, and complain of the filth and vermin brought to the police station by applicants for relief. But although he objected then, the actual change was not made until some six years later, as you will find.

76. Did they continue to act?—They continued to act up to 1872.

77. (*Mr. Davy.*) Was there a prohibition by Sir Richard Mayne?—Not exactly a prohibition. In the first instance he encouraged the system warmly, then gradually he got all these complaints apparently from his superintendents; and finally, I suppose, his representations to the Central Department became so strong, that although this first one was disregarded and nothing was done on it, yet in 1872 it was found that the police would not do the work any longer.

78. What I want to get at is, did he, or did the Poor Law Board prohibit the police being employed as assistant relieving officers?—Well, there was a conference apparently between the police and the Poor Law Board.

79. There was joint action?—Yes. It was agreed that the system should be terminated.

80. In London?—Yes.

81. (*Chairman.*) What took the place of the police with regard to relief to vagrants?—Special officers were appointed by the various boards of guardians as assistant relieving officers in place of the police, and instead of the inspections and quarterly reports by the superintendents of police, central supervision was provided for by the appointment of four officers by the Local Government Board on the 1st July, 1872. They began to act then, and have acted ever since; and I believe you are going to have before you one of those appointed on that date.

82. There must have been a very considerable number of men appointed?—Yes.

83. In lieu of the Metropolitan police?—Yes.

84. Have you any idea of the number?—I think about one in each union, the total number being between thirty-five and forty.

85. That would be a comparatively small number in comparison with the police?—There were only one or two of the police in each union who were designated specially to give orders of admission. It was not the police generally, but one or two officers selected to give orders of admission at each police station.

86. They would be the actual relieving officers; the other members of the force would work with them?—No doubt.

87. What was the action on the part of other members of the police force; they would, I suppose, assist these new relieving officers to the best of their ability?—Yes, and there was a special clause in the Act which we shall come to—the Act of 1871 I think it was—under which any constable might, without an order of admission at all, take a destitute wanderer to the casual ward, and the superintendent of the casual ward was bound to receive him if brought in by a policeman.

88. Well, then, the general body of police continued to assist the officer?—Certainly.

89. Only the officer was appointed by the union instead of being a police officer?—Ordinarily the applicant, instead of going to the police station for orders of admission went to an officer of the guardians, who made such inquiries as he chose and who gave orders for admission to the casual ward.

90. (*Mr. Davy.*) This part of your evidence applies only to London, does it not?—Only to London.

91. Were the casual wards quite separate from the workhouse?—Yes.

92. In the country you still have assistant relieving officers who are police constables?—Yes, a good many.

93. (*Chairman.*) In 1866 there was a somewhat important Order with regard to diet, was there not?—As regards London again, which seems to have been the great field for experiments, the Poor Law Board prescribed a uniform diet of six ounces of bread and a pint of gruel for breakfast and supper for adults in all Metropolitan casual wards.

94. Had any diet been prescribed at all before that?—No diet had been prescribed before.

95. It was left, I suppose, to the workhouse masters?—I think so.

96. There was a Poor Law Board Circular, I think, in 1868, as to the treatment of vagrants generally?—The Poor Law Board issued a Circular to guardians, generally recommending the appointment of police as assistant relieving officers, suggesting that a register of applicants for admission should be kept; that they should be searched, that they should be bathed, and that they should be made to perform a task of not more than four hours. The Circular commends the system of separate cells which had been introduced in a few places, and also the "Berkshire system" of way-tickets, which is mentioned as dispensing with any task if a tramp has walked a sufficient distance from another workhouse; that walk was supposed to take the place of a task.

97. Now, is that Circular in force still?—No, it has been practically superseded.

98. Has another Circular been issued?—There have been many Circulars.

99. Dealing with the same subject?—Dealing with the same subject, and each one more or less superseding the previous ones.

100. Was there not a local report of Mr. Wodehouse in 1871 with regard to vagrancy in Kent?—Yes, that dealt with the question especially at hop-picking time. Then, he said, the system quite broke down, and he quoted the chief constable as considering it absolutely impossible to carry out the Vagrancy Act, and as declaring that if he had attempted to carry it out, if the magistrates would convict—which they would not—the prisons would be a great deal more than full, and the staff could not possibly deal with the matter; in fact, at hop-picking time the Vagrancy Act was practically suspended there.

101. That was, of course, purely a temporary difficulty?—Yes, but one recurring every year. Mr. Wodehouse thought that there ought to be co-operation between the guardians and the police, that there should be detention, task, and separate cells, and that the Act should be enforced more thoroughly; but that was all.

102. Then in 1871 was there not a Bill introduced providing for tasks?—Yes. Lord Kimberley on behalf of the Government introduced a measure dealing with the whole question of the discharge of paupers from workhouses, providing that a casual pauper should not be allowed to discharge himself before 11 in the morning after his admission, or before 9 a.m. on the third day if he had been admitted more than twice within a month to the

same casual ward. Lord Kimberley said then that it had been suggested that the relief of vagrants should be placed entirely under the control of the police, but the Government objected to this, because it would take the police away from their proper functions and would necessitate the building of casual wards at police stations. It had also been suggested that the way-ticket or "Berkshire system" should be made universal, but this proposal was discarded, as it might encourage persons to subsist by that means, and might lead to the grant of tickets to any persons likely to fall on the rates, and to the forgery of tickets. Accordingly the Bill provided for the amendment of the existing system by securing longer detention, with uniform diet, lodging and work. Then this Bill became law as the Pauper Inmates Discharge and Regulation Act, 1871, and is still in force. It is noticeable that it required guardians to provide such casual wards as the Central Department should consider necessary, although this requirement has always been left more or less optional with boards of guardians. The Central Department has preached to them very much as to the necessity of providing proper casual wards, but does not absolutely require them to do so against their will.

103. Was there any reason given for detaining a man as late as 11 o'clock; suppose a man wished to be on his way to another place?—Well, that was the first establishment of a system of tasks; he was only detained one night; he was not detained a second night; and it was thought that if he had his supper and his bed and breakfast he must do work for them, and that the only chance of securing that was to keep him four hours next morning before he went away.

104. Is there anything else with regard to the Act of 1871?—Yes, in an Order of the 22nd November, 1871, the Local Government Board made regulations under the Act; but both as regards dietary and task, the alternatives made uniformity out of the question. The Board stated their intention of requiring proper accommodation for vagrants in all cases, and again commended separate cells as being preferred by honest wayfarers, but very much objected to by habitual tramps. It has been found over and over again that, whereas your decent working man, when you get him on the road, is very glad to have a separate place, where he has a hammock, and where he is shut off from all the professional beggars, the professional beggars dislike it very much indeed. They enjoy an opportunity of concerting plans with their pals as to what houses are good to beg at. After that sort of association they do not like the separate system at all. Then the Board referred with approval to a plan at Bath where all casuals applied to the police, and only the able-bodied were sent to the workhouse to perform a task, while the old and infirm men and the women and children were sent to a refuge. They also mentioned a plan at Corwen by which wards for vagrants were to be constructed at the police station. However, the Bath system has long ago been obsolete; and as to Corwen I do not know.

105. (*Mr. Davy.*) It was never carried out?—No.

106. (*Chairman.*) At the present time is there any special accommodation for tramps at any of the police stations, or are there only the ordinary police cells?—I do not know of any casual wards except under the control of the guardians.

107. (*Mr. Davy.*) There are none in England?—No.

108. (*Chairman.*) There was a Report, I think, of the Local Government Board in 1872; did that give the result of the Act of 1871?—Yes, the Local Government Board in their Report commented with some pride and satisfaction on the reduction of vagrancy, which they attributed mainly to that new Act, but as a matter of fact they were rather hasty, because the statistics show that although the numbers were very high in these years—1868 to 1870—they dropped by about one-third in January and July, 1871, before the Act came into operation.

109. The reduction was not due to the Act?—The reduction, whatever cause it was due to, was not due to the Act.

110. Was there any great reduction between 1871 and 1872?—No, the numbers had dropped before 1872.

111. Then there was another Circular with regard to Metropolitan vagrancy and the appointment of identifica-

tion officers; what was the date of that?—30th May, 1872. As the Metropolitan police complained of their duties in connection with vagrants, the Local Government Board issued a Circular to the effect that their services should be dispensed with. The Board also announced their intention of appointing a staff of identification officers to visit wards at admission times, and to point out to the workhouse officials the habitual casuals liable to detention, because under the Act I have just quoted they were liable to detention for two nights. Those officers were appointed on the 1st July, 1872.

112. And then in 1873, I think, there was a Report as to the result of that identification?—Yes, the Board referred to the success of this identification, and the reduction of the average number of casuals in London by nearly one-half. They added that the number of habitual vagrants identified "suggests whether some further measures should not now be adopted for dealing effectively with those paupers who are evidently not to be deterred by the existing discipline from passing their lives in casual wards."

113. Had any method of punishment been adopted with regard to these habitual vagrants?—Only the detention for two nights instead of one if they had been in the same casual ward within a month.

114. It had not been brought up at the Metropolitan police courts?—Not particularly; there were some prosecutions even in those times, as there are now, for refusal or neglect to work, insubordination, and so on, but there was not any large number.

115. I rather meant, was the effect of the identification officers to bring any of the men so identified up to the police court to be dealt with there?—That might have been so to some extent.

116. (*Sir William Chance.*) And in London does not your expression "same casual ward" mean any casual ward in the Metropolis?—Any casual ward in the Metropolis.

117. (*Chairman.*) This large reduction in habitual vagrants pointed to something being done of a preventive character?—Yes.

118. (*Mr. Davy.*) What it comes to is this, is it not, that in the country a man may sleep night after night in casual wards and yet not be subject to the extra detention?—Yes.

119. Whereas, if during any month he slept in two casual wards in the Metropolis, never mind how wide apart, he might be identified and would be subject to the extra detention?—That is so. He might sleep at Islington one night and Southwark another, and if caught by the identification officer at Southwark, who knows him as having slept at Islington, he would be subject to the extra detention.

120. (*Chairman.*) Then in 1875, I think, there was a Local Government Board Report as to the reduction of vagrancy and its cost in London?—Yes, the reduction of vagrancy is again commented upon as surprisingly large, and it is stated the vagrancy expenses have been reduced from £12,047 in 1868–1869 to £6,791 in 1874–1875. I do not know exactly what those figures include; but that is given as the cost of vagrancy.

121. Do they suggest any reason for that reduction?—The general measures that have been taken as to identification, and so on, and as to increase of cells;

122. (*Dr. Downes.*) Does the reduction referred to only relate to London; was there a reduction as well in the country?—I am speaking only of London now.

123. Was there a reduction in the country corresponding with that in London at that period?—I think not in the country. Taking just the 1st January figures, there had been a reduction after 1869. In 1869—that was the end of a period, by the way, of great depression—the figures were very high indeed in the country generally, the total being 7,000. In 1870 it went down to 5,400; in 1871 it was 3,700, and after that it steadily went down till 1875. From that point the figures went up again.

124. (*Sir William Chance.*) Those are the 1st of January figures?—Yes. I have a diagram here that we will come to presently. I will put it in. (*Diagram handed in—see Appendix VI.*) It shows the ebb and flow of vagrancy

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in the different years; generally with an upward tendency. And below, the figures as to general pauperism are shown.

125. (*Mr. Davy.*) But your answer, as far as it goes, shows that the decrease in the country was at least as great as the decrease in the Metropolis?—Almost.

126. Am I right in saying that after every one of those Circulars, the Poor Law Commissioners, the Poor Law Board, or the Local Government Board, always claimed a great reduction of vagrancy?—Oh, yes.

127. In every case?—I believe so.

128. Then vagrancy goes up again?—Yes.

129. And then there is another Circular and vagrancy comes down again?—Yes.

130. That has been going on since 1834?—That has been going on with remarkable regularity.

131. (*Chairman.*) Was there any general action in the country with regard to identification such as you state there was in London?—No, none.

132. Then, if it was owing to identification that the numbers decreased in London, one would naturally suppose there would not be a similar decrease in the country?—Of course, the numbers in the whole country at that time were very small, 2,000 or 3,000 only. It is very hard to draw any deduction from any ebb and flow in such small numbers.

133. Were there not some subsequent Reports of the Local Government Board as to the increase of vagrancy?—Yes. In their succeeding Reports the Local Government Board refer to the increase of vagrancy, which they attribute to depression in trade and (in 1878–9) a very severe winter. It is noticeable that in 1879–80, the numbers for the whole country were more than double those in 1872, although in London there was not much increase. 1879 was, I suppose, one of the worst years we have ever had industrially.

134. What special industrial difficulty was there at the time?—The iron strike, the big strike in Lancashire; and it was one of the worst years for farmers into the bargain; everything came together.

135. Then the cause of that increase was obvious?—Yes.

136. There was a Bill introduced by Mr. Albert Pell in 1882. Did that Bill become an Act?—Well, it did in a much modified and altered form. The Bill he introduced was to abolish the distinction between casual and ordinary paupers, requiring that no pauper should be discharged without reasonable notice, and no notice should be given before he had appeared before the guardians. The effect of that obviously is that where guardians meet fortnightly a man might have to stop there for a fortnight. That was substantially imprisonment for any time up to a fortnight. This provision was struck out of the Bill, which, however, was passed as the Casual Poor Act, 1882, and gave power to detain casuals till 9 a.m. on the second day after admission, and in the case of those admitted twice during the same month, authorised detention till 9 a.m. on the fourth day. That is the Act under which we are at present working.

137. Was any reason assigned for detaining a man for four days?—Only to make a distinction between the habitual casual (known by the fact that he had been there repeatedly) and the man who was only the chance casual, who was to be detained for two nights.

138. Then the detention was practically an imprisonment?—It was.

139. Of course there was a task to be done in the meantime?—There was.

140. (*Mr. Davy.*) Previously, the detention up to 11 o'clock was to enable a man to do work to pay for his night's lodging?—Yes.

141. Mr. Pell's Bill went further; it imposed a longer period of detention and a further task to meet the case of extra compulsory detention?—Well, I cannot be sure as to the reason; there are the two facts that the detention was made longer and the task increased.

142. As a deterrent?—Yes.

143. (*Chairman.*) Then were there a Circular and an Order following that?—A Circular was issued with the Order

which, no doubt, the Committee have before them. Perhaps it might be convenient if I gave a summary of the Order.

144. If you please?—On the 18th December, 1882, the Local Government Board issued an Order making regulations under this Act. Article 3 provided for admission to casual wards by an order signed by a relieving officer, assistant relieving officer or overseer, but requiring admission without order in case of urgency. Under Article 4 (3) admission was to be after 4 p.m. in winter and after 6 p.m. in summer. Under Article 5, vagrants were to be searched and their money taken away. Under Article 6, they were to have a bath; under Article 7, they were to have their clothing dried and disinfected and a nightdress supplied; under Article 8, an admission and discharge book was to be kept, but it is perhaps worth noticing that this contains no columns for description of vagrants. In some of the old registers adopted in particular unions, they have columns with a view of identifying vagrants; the colour of their hair, special marks on them, height, and so on; but no particulars of that sort were required. It was merely a register of the casual's name, age, calling, previous sleeping-place, task and time of discharge. Then under Article 9, the casual was to be detained until the performance of the prescribed task, and till 9 a.m. on the second day or, if previously admitted within a month in the casual ward of the same union (all the Metropolis to be treated as one union), till 9 a.m. on the 4th day; and Sunday was not to be reckoned. But (and here comes the proviso which has prevented uniformity all over the country), the guardians were empowered to give directions for the earlier discharge of any class or classes of paupers; while workhouse masters or ward superintendents were empowered to allow earlier discharge in any individual case to be afterwards reported to the guardians. Therefore the guardians could not only make exceptions as regards any case or any particular class of cases, but they might make exceptions as regards all classes. In point of fact, many boards of guardians now make the exception the rule by not detaining anybody for two nights. There was also the power of the workhouse officers to discharge individual vagrants earlier than the time specified.

145. (*Sir William Chance.*) Was that discretion given by the Order of 1882?—Yes.

146. (*Chairman.*) Then to continue?—Article 10 of the Order prescribed dietaries, but made them variable by the guardians with the approval of the Local Government Board. Article 11 prescribed a task, but made it similarly variable, and provided that any task previously prescribed should remain in force till revoked. Article 12 made regulations as to language, conduct, smoking and so on. Article 13 provided that casuals should be attended by the medical officer of the workhouse, if sick, and, if this was necessary, should be transferred to the workhouse hospital. Article 14 provided that the wards should have proper sleeping accommodation, and that means of communication at night with the officer in charge of the wards should be supplied. That, I think, is a summary of that Order which now governs the procedure.

147. That is in force still?—Yes.

148. (*Mr. Davy.*) Under Mr. Pell's Act, the guardians were authorised to detain for two days, were they not?—Yes.

149. Then under the Board's Order it was made compulsory on them to detain?—Yes.

150. So that what is a mere authorisation to detain in the Act of Parliament, is made compulsory in that Order of the Local Government Board, subject to the exceptions which you set out?—Would you put it so strongly as that? The words of the Act if I remember rightly are "a casual pauper shall not be entitled to discharge himself." I do not know whether you would regard that as merely authorising the guardians to detain him.

151. And the Order says that he must be detained?—That is so.

152. (*Mr. Simpson.*) But the Order gives the guardians power, does it not, to except any class or classes of casual paupers?—Yes, that I mentioned just now.

153. (*Mr. Davy.*) Might they in your view except all classes; I mean to say all persons under seven feet high

for instance?—Yes; many of them do exempt everybody from detention.

154. Then as to the register of vagrants, whatever information you get beyond identification must be obtained from the tramps themselves?—Yes.

155. Is information so obtained worth anything at all in your judgment?—Not if it is verbal.

156. Is it not a fact that a tramp will give one name in the night and another in the morning?—Yes, that is a common practice.

157. (*Chairman.*) I understand you to say the workhouse masters have discretion as well as the guardians in regard to discharge, and so on?—Yes.

158. (*Captain Showers.*) They have that now, have they not?—Oh, yes.

159. (*Mr. Davy.*) So that, on the whole, that Order does not insure uniformity?—Does not insure uniformity at all.

160. Either in diet or in detention, or in task of work?—Not at all.

161. It is intended to do so?—Over and over again the Board have issued Circulars as to the importance of uniformity, but they have not been able to suggest, or at any rate have not suggested, in what way that uniformity should be secured.

162. Do you yourself think it is possible to secure uniformity?—In diet, yes.

163. In work?—In work, to a larger extent than at present.

164. In detention?—In detention; well, I cannot answer that in a word or two, and perhaps you will allow me to comment on that when I come to the particular place.

165. (*Chairman.*) Was there a decrease of vagrancy immediately after 1882; and a subsequent rise?—That is so. There was a further large drop in vagrancy immediately, but for a very short time indeed, and then it went up more or less steadily till 1889.

166. Well, is that accounted for by trade conditions as far as you recollect?—I cannot answer that. I am sorry to say I have tried to get some statements as to years in which the trade conditions were adverse and in which there was special depression, and so on, but I could not get anything that would be worth putting before you.

167. Then there was a Circular of the Local Government Board as to day rooms and way-tickets?—Yes, I only mention it because it was one of the series of Circulars.

168. Have you the date of that?—It was issued on the 16th January, 1883, and the Local Government Board suggested the importance of tramps, especially when there were cells, having day rooms also. They mentioned, further, that the system of way-tickets had been established in some places with apparent success, but they did not go into details on the subject.

169. You might explain in a word or two what is meant by day rooms?—They are rooms in which meals are taken and which casuals use when they are not occupying their cells for working or sleeping.

170. Would those day rooms be apart from the ordinary day rooms of the regular inmates of the workhouse?—Yes, all casuals may be roughly stated to be quite apart from the general workhouse.

171. (*Mr. Davy.*) A day room would be for the greater comfort of the casuals?—That is so.

172. (*Mr. Simpson.*) When you say casuals are quite apart, do you mean there is a separate building for the casual wards?—Well, of course, in some of the old workhouses adaptations have had to be made and a bit of the buildings has been taken for the casual wards. The population of the general wards having decreased and there being a good many casuals, the guardians, not being inclined to spend money on bricks and mortar, have appropriated a disused portion to casuals; but in all new workhouses it is the custom to build a separate block of cells for casuals.

173. (*Mr. Davy.*) And the casuals are kept separate, or should be?—The casuals are separate, and in my experience almost everywhere they are now kept so.

174. (*Captain Showers.*) To pick oakum, four or five tramps will sit in one room?—Yes.

175. Do you think that is really a good system; does it not afford an opportunity for the men to arrange plans together?—Yes, but of course, unless you have enough cells in which to make a man do his work, it is very difficult to avoid having some arrangement of the kind. Oakum picking is getting less and less used as a task in casual wards.

176. They say the oakum is bought at a higher price than it fetches when picked; therefore it is actually a loss, not a paying thing at all?—Yes.

177. (*Chairman.*) As regards the Trafalgar Square gatherings of 1887, what was their effect on casual wards in the Metropolis?—In 1887 some kind-hearted persons provided coffee, and others gave money to the assembly of unfortunate people who congregated in Trafalgar Square and slept on the stones and seats. That got noised abroad in the papers; more persons came to give money away; more were attracted by the money and the coffee. The result was that the casuals flocked there and became such a nuisance that the police cleared the Square, and then the casuals thronged to the wards in the neighbourhood, especially to those of the Strand union. The accommodation, which had been calculated for ordinary times and not for a sudden influx of this sort, became quite insufficient. The guardians did not know how to deal with it. They gave away as many as 500 common lodging-house tickets in a single night, and it became known that any man could get a common lodging-house ticket there, and thus might save the price of his lodging; so every man who wanted an extra pint or two of beer, instead of going to the lodging-house, went to the casual ward at the Strand workhouse, and as they could not take him in they gave him a ticket for a common lodging-house and he saved his 3d. or 4d., or whatever it was. This went on until the guardians got additional premises, but it is rather significant that while the Strand wards were overcrowded in this way, those in Islington and Lambeth and some others were only half full. It just shows how that sort of so-called charity simply attracted everybody and caused a public nuisance.

178. Then there were Circulars in 1887 and 1888 as to the time of discharge of vagrants; were these general or Metropolitan?—That of 1887 was Metropolitan, and it suggested the discharge of casuals, who had been detained the two nights, at an earlier hour on the second day, in order that they might get away in time to have a chance of obtaining some work, and in 1888 a similar Circular was issued to provincial guardians.

179. There was a comment, I think, by the Local Government Board in 1888 as to oakum picking?—Yes, they stated that a question had been raised as to the comparative tasks of oakum picking in prisons and in casual wards, and they found that although the amount for casuals was rather greater than for prisoners, their task was far easier, as the material was soft, or the oakum not so finely picked, the full task was often not exacted, and hooks for picking were generally allowed. That shows that question had been raised then as to the comparative tasks of casuals and of prisoners.

180. In 1888 there was a Circular as to the avoidance of competition of workhouse labour with manufacturers of firewood?—Yes, the Local Government Board had complaints from manufacturers of firewood that their trade was being spoilt by the competition of casual wards, and so the Board asked guardians to discontinue the manufacture of firewood on any large scale, and, in the task imposed, to avoid competition with any particular branch of industry.

181. Was that in any way prohibitive; was it a suggestion that that particular industry for the workhouse should be stopped?—It was left to the guardians to do as they liked; but the Local Government Board advised them to take care not to compete with individual trades in any arrangements for selling, and in the choice of goods produced.

182. (*Sir William Chance.*) As a matter of fact there is a great deal of cutting up firewood done in workhouses?—Oh, yes, a great deal.

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183. And have the complaints to a large extent stopped ?
—I believe so.

184. (*Chairman.*) Is this not a task which is easily performed by an unskilled person, and out of which you may get a good deal of labour in the course of some three or four hours ?—Certainly. But the question of substituting time-work for piece-work is one which seems to deserve consideration. If you fix a specific quantity of work for every casual to do, you cannot easily adapt it to various capabilities. What is too little for some is too much for others. You might get a greater scope, I think, in the character and the application of the task, if you made it not so much work to be done, but so many hours to be occupied ; any reasonably sufficient work.

185. (*Mr. Davy.*) In these countries that you have visited, say Norway, Switzerland, and the Tyrol, where they have wood industries, the men are mainly occupied during summer in preparing fuel for winter ; and the old age pauperism is made lighter by convenient work of this kind in which old people are employed ?—I think so.

186. (*Chairman.*) Was there not a Local Government Board Circular in 1889 to the London guardians regarding uniformity of treatment of casuals ?—Yes ; that Circular pointed out that while some casual wards are overcrowded others have always vacant accommodation, ascribing this to differences of administration as regards detention or task, and suggesting that guardians should adopt uniformity. But it does not say what the uniformity is to be.

187. That was to London alone ?—Yes.

188. Then there was an Order of the 11th June, 1892, as to the time of discharge of casuals ?—That was a general Order. The previous Circulars which I have already mentioned as advising the discharge of men earlier on the second morning had been ineffectual, and so the Board issued an Order especially conferring upon any casual, representing that he wishes to seek work, the right to claim his discharge on the second morning after admission at 5.30 in the summer and at 6.30 in the winter, provided he has performed his task to the best of his ability.

189. In 1895 was there not a deputation to the Local Government Board in favour of the appointment of a Royal Commission, or a Departmental Committee ?—Yes. There was a deputation from a large number of unions—250—representing a population of over 16,000,000, and it pressed Mr. Shaw-Lefevre for a Royal Commission or a Departmental Committee on vagrancy, but they got rather cold comfort from him, for his answer was that the remedy was in the hands of the guardians themselves, who ought to try the effect of carrying out the Order before asking for fresh inquiry or legislation.

190. Which Order do you refer to ?—The Order of 1882. He said the remedy was in the hands of the guardians ; they had only to enforce the Order and they would find that vagrancy would decrease.

191. Then the request was declined ?—The request was declined.

192. There was a Local Government Board Circular of 1896 urging the enforcement of the Order of 1882 ?—No doubt that was partly in consequence of the deputation. The Local Government Board issued a Circular to the guardians stating that out of 648 unions, 635 had casual wards, but only in 305 were vagrants detained more than one night. It stated the principle of the existing system as that of “insuring from the vagrants such a return by work for the relief afforded to them by the guardians, that they will understand that their lot while so relieved will be in no wise better as regards labour than that of the industrious man,” but “this intention is frustrated when from more than half the vagrant wards in the country, vagrants are discharged the first morning after their admission, generally without any adequate task of work being required from them.” To meet the plea of the accommodation being insufficient for detention, the Board said that if an habitual vagrant is not sleeping in one workhouse he is sleeping in another, and that, therefore, if all guardians enforced detention there would be no extra strain, and that, moreover, strict administration always produces reduction ; but if this should prove insufficient to check vagrancy the Board declared their readiness to take further action by legislation or otherwise.

193. The Local Government Board asked in February, 1903, for their Inspectors' opinions ?—Yes, they consulted their General Inspectors as to how far the regulations were enforced, whether and in what respects they were insufficient, whether the question should be dealt with, and what action was desirable.

194. And the Inspectors replied ?—The reports of the Inspectors were received, and some of their suggestions will be dealt with in a later part of my evidence as to various amendments of the Orders which have been suggested as possible.

195. On the 23rd February, 1904, there was a deputation to the President of the Local Government Board. Whence did that come ?—That was from the Central Poor Law Conference, and from the Poor Law Unions' Association. It pressed for the appointment of a Departmental Committee on the whole question ; and the present Committee was subsequently appointed. This, with the exception of some Circulars as to the spreading of smallpox by tramps, as to which I shall bring forward some facts presently, completes the history of the action taken by Parliament, and by the Central Department on the subject up to the present time.

196. (*Mr. Davy.*) That, you may say, is the historical review of vagrancy from its earliest days up to the present time so far as it touches the Poor Law ?—Yes.

197. (*Chairman.*) I think you have some statistics on vagrancy to give us ?—It is necessary to point out, in dealing with the statistics of vagrancy, that there are two causes which have led to very great exaggeration indeed as to the number of vagrants relieved by the guardians. In the first place, returns are constantly published for particular unions and particular counties, not of the number of vagrants on a particular night, but of the total number of admissions to casual wards during a half-year or a year. A statement appeared in the newspapers some time ago that in the four counties, Berks, Bucks, Oxford, and Warwick, the total number of casual paupers for several years averaged about 200,000 per year. Well, as a matter of fact, during the last half century, the number of casuals relieved on a single night in the whole of England has not, until the present year, according to the half-yearly returns, ever reached 9,000, and it is only by multiplying the number of days by the number of daily admissions that we get enormous figures like the above for only four counties. Of course the tramps are like a stage army, appearing again and again.

198. The same individual night after night ?—Yes, and if only ten of them go from workhouse to workhouse during the year, they will, allowing for detention, figure as about 2,500 admissions in the year. That is one reason, and newspaper and other articles so often confuse the number of admissions with the number of actual tramps, that a very exaggerated idea has been formed. Moreover, the half-yearly returns up to the 1st July, 1896, include a large number of cases counted twice over, because they had breakfast at one union and supper at another. This was discovered in the compilation of a Parliamentary Return ordered for the years 1890–1895, which required the number of tramps sleeping at workhouses on a particular night. Then it was seen that that number differed largely from those previously given as relieved on the 1st January, so an alteration has been made, and though the figures of the double count still appear in the returns of the 1st January and 1st July, those returns now also give separately the numbers sleeping on the particular night.

199. Those are tramps relieved ?—Tramps relieved in casual wards.

200. On one particular night ?—Yes.

201. That says nothing, of course, of tramps who may be sleeping out ?—No, nor in common lodging-houses ; these are the numbers of casuals actually relieved.

202. (*Mr. Simpson.*) Is it the case that of the tramps sleeping at common lodging-houses, a considerable proportion have been given tickets by the relieving officer ?—Not a considerable proportion now. There was a considerable proportion of course when casual wards were much less general and more inadequate than at present, especially in times of considerable and sudden increase which strain workhouse accommodation. Even now when casual wards are full it is the practice to give tickets

for common lodging-houses, but the number has been very small of late years.

203. It would be technically relief, I suppose, giving a ticket for a common lodging-house?—Yes, that is so.

204. Would it be included in the statistics of pauper vagrants relieved?—Yes, there is a separate column, in our half-yearly returns, and you will find that whereas the numbers used to run into thousands, 2,000 or 3,000, some twenty or thirty years ago, now, I think, the number is about two or three hundred. It is insignificant now as compared with the whole number.

205. (*Sir William Chance.*) The figures for the night of 1st January, 1904, give the total number of outdoor vagrants relieved as 214 for the whole of England and Wales?—Yes.

206. Those would only be relieved in common lodging-houses?—That is so.

207. On orders given by the relieving officer?—Yes. Not having room in his casual wards, he gives them tickets for a common lodging-house.

208. (*Mr. Davy.*) I think you told us that in 1866, quite a large proportion of the workhouses had no casual wards?—A very great many of them had not.

209. Now I think every union practically has a casual ward?—Practically every union; there are one or two exceptions.

210. (*Mr. Simpson.*) I suppose some unions have more than one casual ward?—In a few instances they have more than one. I know of one or two such cases.

211. Not more than that?—It is very rare. One in the West of England has a couple of casual wards. Axbridge is a very widespread union; they have one at Weston-super-Mare and one at Axbridge; that is the only case I know of, either in the eastern or the western counties.

212. (*Dr. Downes.*) Have you observed the difference at different periods between the January and July figures. I will illustrate what I mean by a rough diagram I have here. You will see that in 1858, the indoor vagrants were practically the same in number, both in January and July, but as time goes on and we come up to the present time there is a very great difference between the July and the January numbers?—The number always falls very much in the summer now, and it used not to do so.

213. (*Chairman.*) Have you any reason to assign for that?—No, I do not think I have. There was very much confusion in old times and I should hesitate to deduce anything from the figures of 1858.

214. I was going to suggest to you that possibly sleeping out would make a difference?—Oh, yes, as regards winter and summer; the sleeping out doubtless makes some difference.

215. (*Dr. Downes.*) Sometimes the July numbers have exceeded the January numbers?—They used to; not in recent years.

216. (*Captain Showers.*) They used to in the country?—They used to in the country, but they do not now; in the summer there are generally not nearly so many casuals; of course there are more odd jobs for them, and various things, and besides they sleep out more.

217. And also the farmers in the fruit and pea-picking places provide sheds or barns, and that sort of thing?—Yes.

218. That naturally reduces the number coming to the workhouse?—Yes.

219. (*Mr. Simpson.*) But it was not only in old times; I notice that there are four occasions since 1880 in which the July number exceeded that in January. There was not very much difference. No good reason for that difference occurs to you, does it?—I am afraid I cannot suggest any reason.

220. (*Dr. Downes.*) There is a considerable drop in 1900, coincident with the calling out of the Reserves?—That is so.

221. (*Chairman.*) Have you any further remark to make on your statistics?—Yes. Till the present year we have only had the 1st January and 1st July figures; we have only had those two dates in the year, and until ten or a dozen years ago we only had figures subject to

that confusion I have mentioned as to the double counts. But even when we have had the single counts we have only had those two figures for the year, and we have been in the habit of taking the mean of those two figures as representing the vagrancy for the year. Yet the more one looks into the thing the more one sees that we do not thus get the average for the year or anything like it. The 1st January is certainly not the maximum. I think that it is possible that there may be some sentiment even among tramps, and that they may not like to spend the 1st January in a casual ward, or it may be that on New Year's day people are readier with their money. At any rate, if we may judge from London for which we have long had very minute returns, it is quite clear that the first week in January is by no means the maximum. I have found on the other hand that the 1st July is very often by no means the minimum. London is the only district in which we have had precise statistics, week by week, for the last fifteen years, and we find, that in the fifteen years, 1889–1903, the maximum was seven times in some week in September or October, it was twice in December, twice in the last week of January, twice in February, and once each in March and November. That is to say, in London in all those fifteen years it was not once at the time that we take as representing the maximum. Then again, the minimum was five times in July in these fifteen years, four times in June, four times in the last week of December and the first week in January. What we take as a maximum was a minimum. That is a reversal of the whole thing. Then it was once each in April and September. That is quite enough to show that these returns cannot be depended upon as representing with any accuracy the vagrancy for the year; we can only make a shot at it.

222. (*Mr. Davy.*) But those returns will no doubt be useful for comparison one year with another?—Those returns will no doubt be useful for comparison one year with another as regards the particular dates. I will put in a return of vagrancy containing all the January and July figures from 1858 to 1904. (*Return handed in—see Appendix VI.*)

223. (*Chairman.*) How do the recent figures of vagrancy compare with the early returns?—You will see from the half-yearly returns of vagrants that in 1868, when the population was only about 22,000,000, the number in the July return was 7,946, while in July, 1903, when the population was 33,000,000, it was only 5,121. So, too, in January, 1869, it was 7,020, while in 1900 it was 5,579. I ought to mention that 1900 was a very exceptional year. Vagrancy diminished in all parts of the country, no doubt partly because some casuals went to the war, but also because more took the places of those who had gone to the war, and so on, but it was quite an exceptional year standing by itself.

224. It was also an excellent year for employment?—Yes.

225. (*Sir William Chance.*) Just now you mentioned the year 1868, and you compared it with 1903, did you not?—Yes.

226. In the year 1868, was not the system of recording vagrants the same as it was previously to the year 1896; and therefore ought you not to take the higher number in 1903 for the purpose of comparison with 1868?—I think not, because the explanation is that the higher figure now admittedly includes all those who breakfasted at one house and supped at another.

227. Was not that so with the figure of 1868?—No; then some masters simply returned the admissions and some gave the double figures; and from a comparison with the return that I mentioned just now—the special return before this question was raised at all—we found that the figures given by the masters in the general return were only from 10 to 12 per cent. in excess of the figures in the special return—in the figures for the single night count; whereas now it is one and three-quarters to one, so that to compare one and three-quarters with one and one-tenth would be illusory, of course. Then it is noticeable that while with the exception of 1900 the July figures for 1903 are lower than any since 1889, those for the 1st January, 1904, are higher than any since 1895. Then, coming to the returns of the present year, a perfectly new system has been started. With the general statistics on pauperism have for the first time been

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collected, week by week, statistics of vagrancy on a particular night—on Friday of each week—so that now during this year, and for the future, we shall have accurate returns of the occupants of casual wards on the particular day in each week. We have not had that hitherto.

228. You have had accurate returns of the casual paupers in London for some time?—For a long time.

229. But not in the rest of the country?—Not in the rest of the country.

230. (*Mr. Davy.*) Is there any return showing men, women, and children in London?—We are beginning to get that; we have it for one or two dates.

231. (*Sir William Chance.*) Then these returns for the Metropolis, which can be relied on for the purpose of comparison, show a very large increase between 1883 and 1903; the number of casuals relieved is doubled?—I am going to discuss that presently. I should just like to point out that in the present year there has been an extraordinary rise in vagrancy, which we could not have known anything about, but for that weekly return which is now obtained. It is really a very remarkable return, because, starting with 8,509 at the beginning of January, the figures rose steadily to 11,441 in the second week of February, dropped to 10,259 in the third week of March, but rose to 11,660 in the second week of April, and to 12,153 in the fourth week of May. Then they dropped steadily to 6,610 in the second week of July, but rose to 11,227 at the beginning of August, and to 12,713 at the end of that month; and after a fall in the middle of September there was a rise to 12,648 in the last week. It is noticeable, as an illustration of the fallacy of judging the amount of vagrancy by striking a mean between the figures on the 1st July and the 1st January, that the result during the present year would be to give about 7,500 as the average, while the weekly returns so far show that it has been about 11,000. I will furnish a diagram showing the weekly fluctuations during this year (*see Appendix VI.*)

232. (*Chairman.*) Have you compared that at all with the Board of Trade returns with regard to employment?—No, I have not.

233. (*Mr. Davy.*) Have you any theory for accounting for the increase?—I think the sudden increase this year is very largely due to the want of employment and the sudden migration of labour. I believe it will be found that there has been some difference in the character of the tramps this year.

234. Might it not be due to the relaxation in the workhouse regulations; or might it not be due to the difficulty of getting convictions owing to the Prison Commissioners' Report?—I am unable to say from actual knowledge that that has been so; it may have been so.

235. Might it not even be due to the appointment of this Committee; I mean to say, that may be an excuse for workhouse masters and guardians not enforcing a series of regulations which may be obsolete?—That may, of course, be so, but I have not enough facts to say it has been so.

236. There are many possible reasons?—Yes.

237. (*Sir William Chance.*) I suppose the figures for casuals in London would not necessarily follow the line on that diagram?—Not at all; this is for the whole country.

238. If it were possible to get a few types of unions, some where there had been a decrease of vagrancy, others where there had been an increase, one might possibly be able to get at the cause?—That might be so.

239. It might be shown that a relaxation of the stringency in the casual wards was followed by an increase of vagrancy?—I think the return that the Committee has asked for from the boards of guardians will give you considerable information as to that point.

240. (*Mr. Simpson.*) I gather that, from your point of view, really any reference to the mean before this year is likely to be misleading; you cannot draw large deductions from it?—I think it is likely to be misleading. In any case you are unable to affirm that it is correct.

241. (*Dr. Downes.*) Taking the January and the July returns, you have told us that up to a certain date many casuals were counted twice over owing to the mode in which the return was made, but that since 1890 returns

were obtained of the numbers sleeping on a particular night in casual wards. Have you compared the two sets of figures to see how far we may trust the returns for the previous years as a guide to the trend of vagrancy from time to time?—Yes, I have got out a good many comparisons. Of course, the first thing that brought out that difference was the special return, to which I have already referred, and I found that some masters had given in their statistics people who had gone away in the morning and people who had come in at night, while others had given only the admissions. But that is very different from the present practice, by which they give the two quite separately.

242. But my point is this: accepting it as an undoubted fact that the figures themselves are inaccurate, how far may we trust them as a general indication of the amount of vagrancy in previous years. I will illustrate what I mean by the diagram, which I have shown before. You will see that the true figures of the people sleeping on one night in January shown here corresponds very closely with the curve of the old inaccurate return which is still continued; and, therefore, I suggest that this curve, although the figures themselves are not true figures, shows the drift of vagrancy on the particular night of those years before 1890?—I think it will show the drift of vagrancy.

243. Carrying it on to July, there is not the same correspondence between the true July and the old July numbers, if you look at these two curves?—Quite so. I think you must take it that the present return is not comparable with that before 1890.

244. But I suggest that so far as these curves go the true January curve follows in its shape the inaccurate curve, but the true July curve does not follow in its shape the inaccurate July curve?—That is so.

245. (*Mr. Davy.*) Then may I take it from you that all our figures have a relative value rather than a positive value?—That is so.

246. And that is so with regard to poor law vagrancy?—Yes.

247. Much more would it be the case with regard to other vagrancy?—Yes.

248. (*Dr. Downes.*) I think these figures refer only to poor law vagrancy; you have taken no account of vagrancy outside the poor law?—No.

249. (*Sir William Chance.*) Then is there not a connection between the rise and fall of general pauperism and of pauper vagrancy?—I was just coming to that. Although these figures are in the respects I have pointed out very defective and faulty inherently, at any rate they are the only figures we have got; and from them it is impossible to infer any very close connection between general pauperism and pauper vagrancy. While general pauperism has been pretty steadily going down from 47 per thousand in 1865, to 26 per thousand in 1904, pauper vagrancy has been subject to remarkable fluctuations, with, on the whole, an upward tendency, though till recently this has not been very considerable.

250. Still the curves of pauperism and vagrancy in the diagram you have put in do seem to follow each other to a certain extent?—Well, general pauperism has gone down and vagrancy has gone up. Over those forty years you may trace particular instances where both have been going up; and, on the other hand, you may take a good many where one has been going up and the other has been going down.

251. Take the last two years, there is a steady rise both of general pauperism and vagrancy?—Yes.

252. And there has been a similar descent in both before?—Yes, there are some similarities, especially in recent years.

253. (*Mr. Davy.*) What is your highest year in vagrancy?—The highest year in vagrancy is 1895 with 8,500; and here we have come to just about the same in 1904.

254. (*Sir William Chance.*) Your criticisms of the vagrancy returns would apply to the returns of general pauperism, in that you would not get a true mean from the figures of the 1st of July and the 1st of January?—Well, not true, but it would be much more nearly accurate in the case of general pauperism, because there are so many more chronic paupers and fewer abrupt fluctuations.

255. (*Dr. Downes.*) Are these figures that you have just handed in, in proportion to population, or are they the actual figures?—They are the actual figures.

256. Have you any diagrams drawn out in proportion to population?—No; but I have shown the proportion of general pauperism to the total population.

257. (*Mr. Davy.*) You are of opinion, are you not, that the general number of paupers is very much dependent on the administration of the Poor Law?—Enormously; whether a district is much pauperised depends not on its poverty, but on its administration. I have not the least doubt as to that.

258. (*Chairman.*) And that would apply I suppose to vagrants as well as to the general body of paupers?—To a large degree, except that to some extent your number of vagrants depends on what your next door neighbours do with vagrants.

259. Possibly the vagrants would depend not only on the administration of the Poor Law, but on the administration of the Poor Law and the action of the magistrates combined?—Yes.

260. (*Mr. Davy.*) Then the number of your vagrants depends more on other people than yourselves?—I say you may be treating your vagrants rigorously, you may be detaining them, you may be setting them a hard task, and making things not very comfortable for them, but your neighbouring union may be practically inviting them, and then you are helpless. They do not perhaps avoid you, because they cannot get on to the next easy-going union without coming across you, so they put up with you for a day or two.

261. (*Chairman.*) Now do you think your vagrancy figures are affected at all by the more complete return of vagrants that you have had of later years?—Yes.

262. I mean that steady rise?—Not materially. The figures before 1891, were perhaps about 10 or 12 per cent. in excess; but subject to that consideration the figures may be treated as fairly representative.

263. London vagrancy has varied very slightly during I believe, the last fifteen years?—Well, in London, for which, as I have already stated, we have long had weekly returns, the average number of casuals relieved on Friday nights in each of the fifteen years, 1889–1903, has varied very little, rising only once above 1,100, and falling only twice below 700, and being generally about 1,000. In London, whatever the system is, for the last fifteen years we have roughly kept the number pretty constant at somewhere about 1,000 on a particular night, on the average of the whole year.

264. (*Sir William Chance.*) That may be owing to the fact that you have more uniformity of administration in London, which is practically only one union for the treatment of casuals?—That has a great deal to do with it, and perhaps the identification by officers has had still more effect. Although there is little uniformity in London, yet there is much more than in the country, and hence it is that London figures have kept very much as they were. For the last fifteen years, roughly speaking, there has been no big variation, yet the country figures have altered enormously. I have, however, avoided speaking of London, except so far as was absolutely necessary from the historical point of view, and as to figures which I had to bring in as a complement to other figures, as I believe you propose to call special evidence as to London.

265. (*Chairman.*) Then you have something to say as to the number of vagrant children?—There was a special Parliamentary Return of vagrant children, from 1890 to 1898, in the whole country in January and July on a particular night, and that showed the number to range from a minimum of 164 in January, 1891, to a maximum of 411 in July, 1893. It was during that period about 5 per cent. of the total vagrancy, but there has since been a marked decrease, and the return for the 1st of January, 1904, shows that there were then only 170 children, or 2 per cent. of the whole, and in London the average number of casual children relieved on a single night was 16 in 1901, 19 in 1902, and 13 in 1903. That is an extraordinarily small proportion.

266. When you say vagrant children what limit of age would you put?—Children under sixteen.

267. Do you refer to unprotected children?—Not necessarily; children who were either with their parents, or children who were in the vagrant wards by themselves.

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268. You would include children who were with their 25 Oct. 1904. parents, if these were vagrants?—Quite so.

269. (*Sir William Chance.*) And they are included in the detailed returns?—Yes.

270. You mentioned the exaggeration in the number of casual paupers relieved in the whole of the country, taking the year's count or the half year's count. I believe the number of vagrant children has been equally exaggerated for the same cause; they have been counted over and over again?—Yes, and we find astounding statements in the newspapers as to the thousands of children wandering, dragged about by their parents, and all that sort of thing—extraordinary exaggeration.

271. You think there will be only a few hundreds at most?—A few hundreds at most.

272. (*Chairman.*) Now we come to the ages of vagrants?—There was an official return as to the ages of adult vagrants on the 1st of January, 1900, and that gave 283 out of 5,499 as over sixty-five years of age, 67 of these being over seventy. Another return in 1899 showed much the same result, except that I think we found that in the agricultural districts there is rather a larger proportion of old people among the vagrants in summer than in winter. That you might naturally expect; the old folk get into their own workhouses for the winter and go tramping in the summer, and that accounts for rather a larger number of aged people in the summer than in the winter. In order to obtain more precise information in a particular instance, I got out the figures for Exeter workhouse and analysed them as to the whole ages of the vagrants for a year. I took the register of casuals from 1st April, 1903, to 31st March, 1904, and here are my results:—

Men from 16 to 25	-	-	-	-	143
„ „ 26 to 35	-	-	-	-	650
„ „ 36 to 45	-	-	-	-	769
„ „ 46 to 55	-	-	-	-	471
„ „ 56 to 65	-	-	-	-	533
„ over 65	-	-	-	-	130

That brings out a total of - - - 2,696

Then of the women there were:—

From 16 to 55	-	-	-	-	99
„ 56 to 65	-	-	-	-	10
Over 65	-	-	-	-	2

Total - - - - - 111

Of children under sixteen there were 45. Thus 1,562, or more than half, were men under forty-five, and only 130 were men over sixty-five.

273. Evidently they are not a long-lived class?—No.

274. (*Mr. Davy.*) Would the proportion of vagrants over 65 per 1,000 be less than the average for the population of England?—Possibly.

275. A great deal less than what it would be in some country unions?—The average in my country unions is 71 people over sixty-five per 1,000 of population.

276. Sometimes it goes over 80 per 1,000?—Yes, in one or two counties—Huntingdon, for instance.

277. Do you happen to know the lowest union in your district for persons over sixty-five?—Both Devonport and East Stonehouse have only 45 per 1,000, and at the other end of the scale is Axminster, a purely agricultural union with 94 per 1,000.

278. As to Devonport and East Stonehouse?—Both have special populations.

279. Mechanics and soldiers?—Yes.

280. Your district generally has a rate of 71 per 1,000 over sixty-five?—Yes.

281. Whereas, your tramps would give far less?—Yes, about 48 per 1,000. But in the population of Lancashire there are only 33 per 1,000 that are over sixty-five.

282. Of course, we are relying upon the statement of the tramps themselves as to their age?—Yes.

283. (*Dr. Downes.*) When the tramp falls sick he may

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be taken into the workhouse and would then be counted as an ordinary inmate?—That is so, but I take it the proportion is so small that it would not vitiate your figures very much.

284. (*Mr. Simpson.*) Do you think there is any reason for a tramp to give his age either older or younger, than it really is?—I expect he may be inclined to give it older in order that if he is believed he may get an easier task, or be let off a task.

285. There is nothing very positive that way?—No; I think that that would be the only reason that would tend to make him give his age as higher than it is.

286. Then really, so to speak, the youth of tramps is perhaps even greater than what you said?—I should think so.

287. (*Mr. Davy.*) Anyway, the great proportion of the tramps as a rule are men in the able-bodied period of life?—Yes; they are men in the able-bodied period of life, but an enormous proportion of them are handicapped somehow or other. Some are handicapped by the effects of years of drink, some are partly paralysed, some have this or that disability, and most of them have the great disability of hating work of any sort or kind, and not being used to it, and not having any aptitude for it.

288. (*Chairman.*) Then as to the women?—The return for the 1st January, 1904, shows that women were rather less than one-tenth of the whole number of admissions, but in London the proportion is about one-fifth. The proportion of both women and children is rather larger in summer than in winter.

289. Can you give a reason for that?—It is easier for women and children to go about the country in summer; and a good many women and children go hop-picking, and so on.

290. Now take women and children who are accompanying or following after the bread-winner; are they ticked down as tramps?—Yes.

291. Unless they have got any settled place of abode or any place to sleep in?—Yes.

292. Although they are on their road to the hop garden?—If they are relieved in the casual ward, they are reckoned as tramps.

293. (*Sir William Chance.*) Has there been a decrease of recent years in the number of women relieved as tramps?—Yes.

294. As well as of children?—Yes. To some extent, not very much.

295. (*Chairman.*) Is that accounted for in any way; do the husbands leave them at home?—I cannot say. I have not got any old returns as to sex; but I infer from various things—I would rather give it as an opinion than as anything that I could substantiate by precise statistics—that the proportion has decreased.

296. Does not the return of 1899, which classified men, women and children, show a reduction?—Yes, it shows some reduction.

297. Now, can you give any statistics as to the total number of tramps?—As to the average number of vagrants in England on a given day, using that word "vagrant" as including all persons without fixed habitation, while "casual" is, according to the definition in the Act of 1871, "any destitute wayfarer or wanderer applying for or receiving relief"—estimates varying from 20,000 to 150,000 have been published. According to the Census of 1901, the number of persons who spent the night of the 31st March in barns and sheds was 1,645, and in caravans, tents and the open air was 12,574, being together 14,219. Well, of course that includes a great number of persons who are in no sense tramps. For example, there are the gipsies and pedlars with caravans, also many persons who, though passing a particular night in the open air, are not habitually homeless, so a very large deduction has to be made from those figures in estimating the number of vagrants. And to these must be added a proportion of the persons in common lodging-houses and most of those in refuges and in similar institutions; and here the census does not help us at all. As regards London, all I can find is that the common lodging-houses have accommodation for about 29,000

people, including 3,200 in shelters and refuges, which by a recent decision now have to be registered as common lodging-houses. In times of pressure I suppose nearly all these are occupied, but we do not know anything about them. Before 1868 the police used to make returns of all persons who spent a particular night in April of each year in casual wards, common lodging-houses, or the open air. The figure of 1st April, 1868, was 36,179, or just about six times the number of casuals on 1st January, 1868. Then you have to remember that 1868 was before the time when casuals were at all systematically dealt with, and therefore it is not worth much, but of course a considerable proportion of the inmates of common lodging-houses were not tramps. Then I have some statistics from the chief constable of Gloucestershire. He has published detailed statistics extending from 1883 to 1902, with regard to the persons sleeping (a) in casual wards, and (b) in common lodging-houses in the administrative county on a night in April. In those twenty years the aggregate number of casuals was 2,032 (101 per day), while the inmates of common lodging-houses numbered 8,593 (430 per day), of whom about one-third were known as residents. Of course, in common lodging-houses there is a pretty good lot of men who are moderately frequent workers. They do not take the trouble of getting quarters of their own, and they live there from month to month. Then a great number are pedlars, itinerant musicians, people of that kind, and it is very difficult to say how many can be reckoned as vagrants. But the basis on which the chief constable of Gloucestershire discriminated was that they were strangers to the place or not strangers, and he found that one-third of his common lodging-house inmates were not strangers and that two-thirds might be reckoned as such.

298. (*Sir William Chance.*) Two-thirds were strangers?—Yes, two-thirds were strangers, one-third residents.

299. (*Dr. Downes.*) Have you taken note of the census which was made recently by the London county council in the central parts of London of the houseless people on a particular night?—No, I have not seen it.

300. (*Chairman.*) What have you to tell us as to the localisation of vagrancy?—There is some difficulty in forming a basis for any estimate as to whether tramping is specially prevalent in this or that part of the country. Broadly speaking, we find on the figures for the 1st of January, 1904, there were 249 casuals per 1,000,000 in England and Wales, that the proportion was highest in Westmorland, according to the population, lowest in Cornwall, high in Berks, Surrey and Kent, and particularly low in Essex and Devon. That is on population. A calculation has also been made on another basis, that is to say, by dividing the number of vagrants by the number of casual wards in the particular county, by saying that there are so many casual wards in this county, and such and such is the average per casual ward. The statement which I have here (*see Appendix VI.*) shows for each county the figures on the 1st January and 1st July for a period of eight years (1897–1904), and we find that the average number of casuals in each union of the country has been 11 on the 1st January and 9 on the 1st July. It will be seen that London stands at one end of the January figures with 30 casuals in each casual ward, and is followed by Lancashire and Westmorland each with 28, and Surrey with 24. At the other end, as having the fewest casuals, are North Wales with 4 and Cornwall with only one casual per union. But I am not sure that it is worth very much.

301. (*Mr. Davy.*) The average number per casual ward falls as low as 4 in North Wales, while in Cornwall it is only one. In each case there is some building for use as a casual ward and expense is incurred?—Yes.

302. And there is an officer?—Yes; but not necessarily an officer specially appointed or paid for the duty. In some of the Cornish unions the accommodation is very rough. When they have hardly any tramps you cannot force them to go to much expense in providing casual wards.

303. If there were no casual wards, there would be no poor law vagrants?—But the really destitute wayfarer would have to be relieved.

SECOND DAY.

Wednesday, 26th October, 1904.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. H. PRESTON-THOMAS, recalled; and further Examined.

304. (*Chairman.*) You kindly gave us yesterday a historical account up to the present time of the dealings with vagrancy. Have you anything to add to that?—It does not occur to me that I have anything to add at the present time except to say that I am very much indebted to a paper, which has not hitherto been published, by Sir William Chance, which he kindly let me utilise, and which gave me a great many of the facts and put me on the track of other facts which I laid before you yesterday. I omitted to say yesterday that I am very much indebted to him.

305. No doubt you verified the information from official statistics?—In all cases.

306. Now, would you give us some information as to the want of uniformity in casual wards as regards diet, detention, and task?—Well, for a great many years the Central Department has insisted in its Circulars to boards of guardians, and in other ways, on the necessity for uniformity in dealing with casuals, but the Orders issued have been such as to make diet, detention, and, within a very wide range, task, matters of local option. In London the nearest approach to uniformity has been secured, with the result that, for many years, in spite of the increase of population, there has been no substantial increase of casuals. But even in London, as Mr. Lockwood's report just published shows, various boards of guardians have been allowed to do very much as they like.

307. And as the result of that has there been considerable want of uniformity?—Yes. It is just a chance how a tramp is treated in the next union to which he goes.

308. Although, as I understand, there is much more uniformity in the Metropolis than there is outside?—There is certainly a good deal more there than outside, but even there the variations are very considerable.

309. Is your suggestion, as far as it goes, that there should be every possible approach to uniformity?—That, no doubt, is one great point for the consideration of the Committee.

310. And you think that the result of that would be in all probability a decrease in the number of casuals?—That is my own opinion.

311. Yes; I am asking for your opinion founded on your long experience?—Of course I am not authorised to express an opinion on behalf of the Local Government Board; I am only giving for them a statement on matters of fact. If I am asked a particular question I will give my individual opinion.

312. Well, now, is it your opinion that, where there has been a further approach to uniformity, there has been a decrease in the number of casuals?—I think that would almost necessarily result; and I conclude that that is the view of the Local Government Board generally, because in all their Circulars they have advocated uniformity, though they have not seen their way hitherto to enforce it.

313. (*Mr. Davy.*) Are there not inherent difficulties in the way of uniformity; for instance, in the task—stones vary very much in hardness, do they not?—That is so.

314. Therefore the Board have to sanction tasks with varying weights of stones?—Under the present system of task, yes.

315. Under the present system of task, the quantity of stones which can be broken by an average man would vary from a couple of hundredweight of hard granite to a ton of soft sandstone?—Unquestionably, a man finds it much easier to break half a ton of the sandstone that we get in Exeter than a couple of hundredweight of the granite that we get in Cornwall.

316. Take flint, which is a common thing?—That is very variable.

317. There is a considerable difference between field flints and pit flints?—There is an enormous difference in flints.

318. Therefore, in sanctioning tasks of labour the Board have to look at local conditions?—Certainly.

319. And that is at once an element of uncertainty or want of uniformity in the procedure?—That is so.

320. Your remedy is?—Not task work so much as time work; a work sufficient to occupy an individual vagrant thoroughly during the day, but not necessarily a task that he must accomplish and then may rest after accomplishing it.

321. In point of fact, if a man did his best for a certain number of hours that would be, in your judgment, a better task than a task by measure?—That would be so in my judgment.

322. But there again there would be an element of want of uniformity, would there not, in the judgment of the officer, whether the man was doing his best?—Certainly, you get the human equation everywhere.

323. (*Sir William Chance.*) The Local Government Board for years, and the Poor Law Board before them, have always been insisting in their Circulars on uniformity in task, dietary, and other matters?—That is so.

324. One knows as a matter of fact that every board of guardians takes a different view of this question. Now, do you think that it would be possible under the present system of leaving the relief of the casuals practically entirely to the guardians to secure uniformity?—I do not think it possible to secure absolute uniformity, but I think by a change a nearer approach to uniformity might be secured. Of course you will never get away from the personal equation, and from the fact that one superintendent of casual wards or workhouse master has very different ideas from another as to what is a sufficient day's work; but I think that you would get rather less marked differences than in the present system under which the prescribed task is very small at one union, and very large at another.

325. (*Mr. Simpson.*) Should you suppose over the country generally stone breaking forms the bulk of the work done in casual wards?—A very large proportion in such districts as I am acquainted with. My districts have been mainly agricultural; and in those, stone breaking has certainly been the chief task; but where the workhouse has a garden some digging is done; where there is a town with customers for firewood, sawing or wood

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chopping is introduced, but no doubt in the main you would find more stone breaking than anything else.

326. With wood cutting and oakum picking, would it not be much more possible to have uniformity?—Well, I am very much against oakum picking altogether.

327. Is it not very difficult sometimes to get other work; there is a considerable amount of oakum picking still done, is there not, in the casual wards?—Not very much. It has been very much reduced of late years. I have persistently advised all my boards of guardians against it, and I do not think it is used in any of my workhouses except now and then for a very old man who cannot do anything else.

328. (*Mr. Davy.*) As a matter of fact, is not oakum picking a task in which it is very difficult to insure uniformity, because the tramp may be allowed to use a "fiddle" or a "finger," and to warm his oakum on the hot water pipes, or he may be obliged to pick it without any of these aids?—Quite so.

329. In the latter case the task would be very much more difficult, would it not?—Yes.

330. (*Mr. Simpson.*) What is your objection to oakum picking?—I think it is pretty generally agreed that it has a penal air about it. Then it is absolutely wasteful. Now that wooden ships are no longer built you do not want oakum, and the oakum when it is picked very often sells for less than the old junk before it was picked. You cannot have anything more futile than that; and a futile task is a very bad thing for a casual or for anybody.

331. The Committee then can rather disregard that as a task; that is to say, it ought to be abolished?—Yes. I think so.

332. And there is a possibility of it being reduced to an inconsiderable quantity?—It is likely to become obsolete.

333. (*Mr. Davy.*) Would not the ideal task be one which would be quite unskilled?—Yes.

334. And rather irksome and laborious?—Yes, that is about it.

335. (*Dr. Downes.*) Do you find in any of your workhouses that they use specially prepared oakum as a surgical dressing?—I do not think I have any oakum picking in any of my workhouses. They have abolished it generally, and it is a negligible quantity really so far as my experience goes, but then I have scarcely any big town workhouses.

336. (*Chairman.*) Now would you kindly give us some information as to diet?—In many provincial workhouses the tramp gets nothing but half a pound of bread with cold water for supper and breakfast; in others (including all metropolitan casual wards) he gets six ounces of bread with a pint of gruel for breakfast and six ounces of bread with a pint of either gruel or broth for supper; his dinner in all cases being half a pound of bread and one and a half ounces of cheese—a very small bit of cheese; or six ounces of bread and a pint of soup, but this latter is rarely given. Then suppose we compare the food of a man who has been four days in the casual ward with that of a man who gets four days in prison. We find that the casual has half a pound of bread at breakfast and the same at supper; he gets nothing else; while the prisoner also gets a pint of cocoa for breakfast and a pint of porridge for supper on the first day, and a pint of gruel on each of the other days in addition. For dinner the casual probably gets half a pound of bread and one and a half ounces of cheese on each of the four days; while the prisoner gets three-quarters of a pound of bread and a quarter of a pound of meat on the first day, and half a pound of bread, with the addition of either a pint of porridge, half a pound of suet pudding, or half a pound of potatoes on each of the other days. He has all these things more than the man in the casual ward; and that is a premium for him to go to the prison instead of to the casual ward.

337. Is that the case with the seven-day prisoner?—Yes.

338. (*Captain Eardley-Wilmot.*) It depends on what time of the day the man arrives at the prison; he would get his mid-day meal at the police-station; it is only on the actual day of reception that he gets the admission diet?—Yes, it is on the actual day of reception.

339. But he would never arrive before breakfast?—I suppose not.

340. (*Mr. Simpson.*) Do you suppose many people coming from the vagrant wards are committed to prison in time to get the breakfast on the first day of admission?—I should think not, but the breakfast is a small part; there are the other two meals; the dinner is the great thing.

341. If he does not come to the prison until after dinner time?—We have just heard that if he does not get the dinner at the prison, he gets it at the police station; as a rule he would get it somehow.

342. (*Chairman.*) That is to say, if he is apprehended before dinner-time?—Yes, you see that gives him a very nice impression of the prison to start with—that instead of getting his $\frac{1}{2}$ lb. of bread with a scrap of cheese and cold water, he gets a good square meal of $\frac{3}{4}$ lb. of bread and $\frac{1}{4}$ lb. of meat, and then he goes on pleasantly to a supper in the evening, which is also much better than he gets in the casual ward.

343. Were you speaking of the seven-day diet or the diet for a longer period?—I was speaking of the seven-day diet; I took it from the tables, which were issued by Mr. Ritchie, when Home Secretary, in May, 1901.

344. (*Mr. Davy.*) You have taken the case of a man detained four days in the workhouse; are not these cases very rare?—Yes.

345. Do you ever come across a man who is detained for four days?—Oh, yes.

346. But it is rare?—It is rare. But, whenever the Order of 1882 is enforced, a very large number of casuals are detained for three nights, since Sunday is not reckoned.

347. And your hypothetical casual is compared with the man who gets three days' imprisonment?—Yes.

348. That is not a common sentence, is it?—Yes, I should say, three days is. I have heard of a great many cases in which, to my surprise, three days has been given.

349. Do you think the improved prison diet has had any effect on the number of convictions of casuals?—In the two years 1899 and 1900 the number of convictions of inmates in London casual wards averaged 535. In 1901 the improved scale of dietaries was introduced, and it is significant that the convictions in the two years, 1902 and 1903, averaged 924. That is to say, a rise to 924 from 535.

350. (*Captain Eardley-Wilmot.*) Was there not a great deal of screwing up of the administration in the casual wards in that period; would not that account for the increase?—There was no change whatever in administration that I am aware of.

351. Were there not more stringent Circulars at that time?—No, I think not. I have tried to account for it in any other way. There were no Circulars issued during that year so far as I know, and there was nothing on earth to account for it, except that they liked the better food of the prison. That may not be the reason, but it is the only reason that I can find, and it is a very strong inference when you find the numbers nearly double between the two years before and the two years after.

352. (*Mr. Simpson.*) I should like to point out, if I may, that the diet on the first day of admission was not altered by the dietary of May, 1901. It was introduced, I think, in 1892?—Indeed.

353. So far, therefore, as the diet on the first day is concerned, that would not really have a bearing?—Not upon these particular prosecutions.

354. (*Mr. Davy.*) You are dealing with the Metropolis alone?—Yes.

355. (*Chairman.*) Then the convictions referred to would be, I take it, in the Metropolitan police courts?—Yes. The convictions, for instance, in the two years before 1901, for destroying clothes were 59 and 46; in the two years after they were 80 and 100. In the two years before, the convictions for refusal to work were 253 and 239; in the two years after, they were 496 and 633; and that is very striking, because the refusal to work is the particular offence which the man would commit if he wanted to go to prison.

356. Could you tell us what was the average length of sentence for those?—That I cannot; I only noted the convictions without particulars of the sentences.

✓ 357. Do you think the London casuals would want to go to prison?—These casuals are going round and round; they spend their whole time nearly in casual wards; therefore, their food is the food of the casual wards; that is their habitual diet, but they get their puddings and one thing and another in prison. If they want a week's rather better food they go to prison to get it, some of them.

358. (*Captain Eardley-Wilmot.*) Are there any earlier years which have anything like 900 convictions?—The previous years, going backwards from 1901, are 504, 565, 601, 568, 608, 651; then in 1894 there is a higher lot—785; but that does not approach the two last years, you see.

359. It shows a great variety—700 down to 500?—Yes, but there was a very big jump in those last two years. Taking the period of ten years, it seemed to me that, looking down the figures, you could not help coming to the conclusion that something happened in 1901; and the only thing that I find did happen in 1901 to make these convictions more numerous was that there was a better dietary in prison.

360. (*Mr. Davy.*) Even excluding the fact that the first day's dietary had not been altered?—Was very much better, even excluding that fact.

361. Are you going to give us any figures with regard to the country generally?—No, they are not available, I am afraid.

362. (*Dr. Downes.*) I do not know, whether in your earlier evidence you referred to the Order of 1887 with regard to the dietary of Metropolitan casuals?—I intended to include it in my enumeration. The Order was dated 3rd November, 1887. It abolished, so far as London was concerned, the bread and water diet for breakfast and supper, and required gruel or broth to be given.

363. (*Chairman.*) Have you a note as to the cost of the casuals' diet?—The actual cost of the minimum dietary of the tramp detained two days, taking bread at 4½d. per quarter and cheese at 5d. a pound, is for 2½ lbs. of bread rather less than 3d.; and 1½ oz. of cheese about ¼d.; the total, 3½d. If he is allowed gruel with only 6 ozs. of bread instead of 8 oz. for breakfast and supper, he consumes 8 ozs. of oatmeal (2 ozs. of oatmeal to a pint of gruel), which costs only a small fraction more than the bread saved. If he is allowed broth for supper the cost is infinitesimally higher, but the total amount will not in any case be much above 4d. for his five meals,—that is to say, his supper on the day of arrival, his breakfast, dinner, and supper on the day of detention and his breakfast next morning.

364. For the whole time, 4d.?—Yes. To this must be added a proportion, which it is impossible to estimate accurately, of the establishment expenses, repairs, and interest on original cost of casual wards. In the workhouses of large towns one or two labour masters may be employed exclusively for the superintendence of the vagrant; in rural workhouses this function is generally discharged by the workhouse porter. So, too, in an urban union the assistant relieving officer for vagrants is appointed and may be paid a tolerable salary for his work, perhaps exclusively or almost exclusively employed in that, but in a rural union an allowance of £3 or £4 a year or some small sum is made to a sergeant of police or somebody else. Of course there are many complaints against the present system, but I think that no complaints can be made against the cost, if you can keep a man for 4d. for a couple of days; you cannot do it cheaper anyhow.

365. In that cost you are taking in not only the cost of the food and the cooking, but the cost of the maintenance of the casual ward?—I am unable to give any figures for that, but that has to be considered.

366. (*Mr. Davy.*) Have you anything further to mention on this dietary question?—I have two or three things more to say about it. First, the able-bodied man in the workhouse proper has a far better diet than either the casual or short time prisoner, including a luncheon of bread and cheese, if engaged in work, in addition to three other meals. The fact is that the dietary both for prisons and for workhouses has been made very much more liberal in the course of the last twenty years, while the diet of

casuals has remained much the same as it was when it was established in 1882. The only exceptions are that in London it has been made more or less uniform, and as to children it has been made rather better; they must give milk to children under seven; but, bar that, it has remained the same for twenty years and the others have been improved. That is, I think, the long and the short of it.

367. The ordinary vagrant who is detained two nights gets bread and water or bread and cheese, does he not?—Yes.

368. The diet is not fixed for a longer period than the one day on which he is detained?—Well, he is detained a day and a half.

369. It is fixed for that period. The Board have never regarded what the man is likely to get on the other days of the week, have they?—No, they have not.

370. The vagrant admitted on Monday night is discharged on the Wednesday morning?—Yes.

371. Then supposing he goes on to another vagrant ward that day, he would have supper there?—Yes.

372. There is no mid-day meal?—No, except in the few counties that have provided for that by voluntary efforts.

373. How can the man get the mid-day meal—he must beg or steal, unless he gets a casual job?—Yes.

374. Supposing he does not break the law or get a casual job, he would starve, would he not?—Well, he would have to walk fifteen miles probably on a small piece of bread for breakfast, and I do not know anything harder to do than that; I have tried it.

375. Of course, in time he would not have enough to live on?—No, and I know a case which one of my colleagues lately mentioned, of an habitual tramp who lived on bread. He was a beggar and he practically lived on bread so constantly that the doctor reported that he broke down with scurvy and that the scurvy was due to a constant bread diet. Whether that was correct or not I do not know, but that was the medical diagnosis.

376. But those cases would be very rare, would they not?—Very rare.

377. In your judgment are tramps an ill-fed class; do they look ill-fed?—No, not on the whole. There are sorry specimens.

378. In your experience is it not often the case, when tramps are searched on coming into a workhouse, that broken food is found on them?—Yes, and they will not take food when it is given to them, they are evidently so well fed before. The other day somebody asked a man, "How do you like your supper in the workhouse?" He said, "Oh, I do not care twopence about my supper in the workhouse; I always take jolly good care to have a good supper before I go in!" That was from the proceeds of his begging.

379. Now, what is the procedure with workhouse masters generally; do they take that food away or do they allow the man to eat it?—I should say in country workhouses, where rules are not very rigidly kept, they let the man eat it.

380. Is it your experience that if the food is taken away and the man is confined to the workhouse diet, the number of tramps decreases?—I should think that would very likely be so, but I have not got such an instance in my mind that I could say "Yes" to that.

381. Do workhouse masters tell you that tramps come into the casual wards full of liquor; not actually drunk, but full of liquor?—Yes, many of them.

382. That they evidently had spent their money having a drink?—With their last 3d., instead of taking it to the doss-house and getting a bed there, they have got more drink and come to the casual ward.

383. Have you any experience of a workhouse which has introduced hot gruel instead of bread and cheese; what is the effect on the numbers?—I do not know of any such case.

384. Does not the number of vagrants go up if there is the slightest relaxation of diet?—That is so.

385. There are great difficulties in the matter of diet?—Enormous difficulties. No doubt, if you make the diet better you attract more tramps, unless at the same time

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you make the work more constant and more universal for every tramp that comes. But I think you may improve your diet without making your number of tramps bigger, if you alter the working conditions.

386. Have you formed any idea whether there is any large number of tramps who go straight from workhouse to workhouse ; do they not go to a workhouse one or two nights and then go one or two nights to a common lodging-house, and then take the workhouse again ?—No ; I should say not. I should say that many of them go from workhouse to workhouse. In many places with which I am familiar there are no lodging-houses at all for them. Some men are driven to the casual ward for that reason.

387. (*Mr. Simpson.*) Unless they sleep out ?—Yes, unless they sleep out. I think they are less fond of sleeping out than they used to be ; I do not know whether they are getting softer, but I do not believe they sleep out so often.

388. (*Sir William Chance.*) If a mid-day meal was provided for tramps, do you think it would stop cadging and begging on the roads ?—I think it might in some degree check indiscriminate almsgiving. Nothing on earth will stop people from titillating their own sense of benevolence by giving when they can do so without any trouble ; but it might in some degree teach people to be more sensible in that matter if they knew that every tramp had a mid-day meal within reach, and although I quite think if you gave it to him at the workhouse door he would often throw it over the hedge, yet, if no better plan can be found, I would even give him the opportunity of throwing it over the hedge rather than discharge him as at present and say to him in effect—you have got to walk fifteen miles and you must break the law or else starve.

389. But you have no evidence actually to show that the mid-day meal does induce the so-called charitable public to give less than they would otherwise give ?—That is a thing upon which you cannot bring actual evidence and statistics, but it is said that this has been one of the advantages in the counties where they have established it.

390. That is what I wanted to get at. In Gloucestershire, for instance, has it stopped this almsgiving ?—It is very difficult to say, but I have heard so. You see it is a sort of matter in which you cannot have very definite evidence as to how much has been given away or what has been the effect.

391. And in Dorset they have a similar system, have they not ; they provide a mid-day meal and give tickets ?—Yes. You had better have that from the chief constable of Dorset, as to what effect it has had ; but my own impression is that in some places it has rather discounted the plea, “I must beg or else I must starve” by supplying the answer, “No, you need not beg and you need not starve because you can get a mid-day meal at so-and-so.” I think that fact would make a difference to any people who consider before they give.

392. And I may take it that you are generally in favour of a mid-day meal being provided in some way or other for tramps ?—Personally, I am in favour of the offer of a mid-day meal.

393. (*Mr. Davy.*) The mid-day meal would be of necessity bread, would it not ?—Probably, or bread and cheese.

394. Then it would be assuming a sort of responsibility for the dietary of the tramp for a period longer than a day, and it would be giving him a diet which would be improper for a lengthened period, viz., nothing but bread ?—It would be very hard to give, no doubt, a meal that would be sufficient if it were to be a permanent meal day after day, and I am afraid you could never reconcile theory and practice in the matter at all, but as a way of simply meeting that particular charge, I should like them to have the option of a mid-day meal.

395. Well, the mid-day meal to an able-bodied man would be relief to an able-bodied man without work, would it not ?—No ; because he would have to walk a good way to get it.

396. I am assuming it is given him at the door of the workhouse before his walk ?—Well, I suppose it would be open to that theoretical objection.

397. You know the objection has been made ?—Yes, I am aware of that.

398. And that has influenced the Local Government Board ?—Of course, I am not pretending to make any suggestion on behalf of the Local Government Board.

399. (*Chairman.*) Might there not be another process by which you might give the man the mid-day meal ; might he not be allowed to eat something before he leaves the workhouse, if he wishes to do so, without taking it away from him ?—But he is discharged quite early in the morning.

400. At what time ?—At 5.30 in summer and 6.30 in winter.

401. I was thinking of the man who stayed there till 11 o'clock, having done his two or three hours of work. Surely, it would seem rather more reasonable that that man should have some refreshment before he leaves the workhouse ?—Yes, but in the bulk of cases if you have detention for two nights you would discharge the man early and he gets his breakfast. That, I think, is the objection to giving him anything at the door of the workhouse. You might, of course, adopt the plan of letting him get something either by an order on a baker's shop, or at a police station. Those are variations of the way-ticket system.

402. (*Mr. Davy.*) But in any case, if the co-operation of the police is a part of the system of mid-day meals that is a great advantage ?—An enormous advantage.

403. The police could co-operate with the poor law authorities ?—Yes ; the more I see of it the more I recognise the importance of bringing the police into close relation with the poor law authorities on this whole matter. It is a thing that is so much mixed up. We do not object to the tramp *qua* casual, or because he costs us anything ; we get rid of him easily enough ; he is not very much trouble. We object to him *qua* beggar, because he is a nuisance and infests the roads and threatens women and insists on having food when their husbands are absent, and all that sort of thing. We object to him because of his offences against the law and not because of the cost of his relief, which is really insignificant.

404. He is a police nuisance rather than a poor law nuisance ?—That is so.

405. (*Dr. Downes.*) Under the Order of 1882, I think there is an alternative for the bread and cheese dinner for the man who is detained more than one night, viz., a dinner of bread and soup ?—Yes ; six ounces of bread and a pint of soup.

406. Made of the same ingredients as workhouse soup ?—Yes.

407. According to the Dietary Order, the ingredients for pea soup in the workhouse are to each pint, three ounces of raw beef free from bone, two ounces of bones, two ounces of split peas, half an ounce of oatmeal, one ounce of vegetables, salt, pepper, and herbs to taste ?—That is so.

408. It is an excellent soup ?—Yes.

409. Do you find that given in the casual ward at all ?—Not very much, at any rate in the country : I contrasted expressly the minimum that the guardians might give with what the prison did give. Most boards of guardians, I think, give bread and cheese only.

410. But they might give this very excellent soup if they chose ?—They can, yes ; but then they cut him off, mind you, two ounces of his bread, whereas the prisoner gets his soup and gets his $\frac{1}{2}$ lb. of bread.

411. Have you referred in your evidence to the Order of 1897 for the children of casuals ?—I just mentioned it, as being the only Order that improved the dietary of casuals.

412. I think that Order prescribes a very liberal allowance of milk ?—Yes ; that is very good for the children ; only the children are an insignificant part of the whole number of vagrants.

413. Do you think this Order has increased the number of vagrant children in any way ?—Not to my knowledge.

414. I think you gave us evidence to the contrary ?—The number of children has dropped decidedly.

415. The numbers have dropped since that was introduced ?—The numbers have dropped.

416. (*Chairman.*) Have you anything to add on the

subject of diet?—What I had intended to add as to the general question was that any improvement in dietary doubtless tends to attract men to the casual ward, but it has to be considered whether that fact justifies the maintenance of a scale which is not only much inferior to that of prisoners, but is quite insufficient to work upon and does not contain either the vegetable or the fatty constituents which science regards as essential for health and for strength. I admit that it is not a continuous life in the casual wards; but you can scarcely call it a continuous life in prison when such terms as three days' and seven days' imprisonment are in question.

417. Now we come to the question of the detention of casuals?—The Local Government Board regulations allow the boards of guardians to give directions for the discharge of any class or classes of casual paupers before the expiration of the periods specified in the Act of 1882, and in a very large proportion of unions this power has been exercised, not merely with respect to particular classes, but to all classes of casuals, so as to discharge them on the morning after arrival, after a task, calculated on a maximum of three hours' work, and often made merely nominal. I think I said something to the same effect yesterday in answer to particular questions.

418. (*Sir William Chance.*) The discretion has become a rule, practically, in the country?—I should think rigid detention of all casuals, but those actually going to a job, is the exception. And the practice as to the detention for four days of persons who have been twice during a month in the same casual ward varies considerably, but is rarely carried out with strictness.

419. (*Chairman.*) What is your own opinion with regard to the four days' detention in casual wards; does it not seem to be more like an imprisonment?—Yes, that is so.

420. And would it not be better if the men were committed to prison rather than occupying the casual wards for that time?—Except that there are so many objections to sending men to gaol for short terms; and I do not think that the four days' detention is a matter as to which much objection has been raised.

421. (*Captain Eardley-Wilmot.*) Does it not put an enormous power in the hands of the workhouse master?—He makes them work under the regulations; they have got to do the work like the tramp detained for only two days. I do not think there is very much difference. After all, the workhouse master must be more or less of an autocrat. We may go and inspect, but he it is that regulates the labour and dispenses with the particular tasks.

422. And with the four days?—Yes.

423. Without reference to the guardians?—Yes.

424. (*Chairman.*) There is some identification of habituels in London?—In London 17,363 identifications of casuals were made during last year by the visiting officers; that is to say, they were recognised as habitual tramps, and 13,748 of these were detained for four days. Of course, those figures ought to be read with the knowledge that those were not so many different individuals, but the same cases were over and over again identified, and over and over again detained for four days.

425. Have you any information as to how often the same men were identified, in the course, say, of twelve months?—I have not.

426. (*Mr. Davy.*) As matter of fact this four days' detention is mainly in the Metropolis?—Yes.

427. There is no one to identify tramps all over the country?—No; no identification system at all.

428. So long as he does not go to the same casual ward he is free from the operation of the Act?—In London he may go to Islington, and the next night be spotted at Hammersmith, identified, and detained for the four days; but, of course, in the country there is no such identification, and it is a question whether combination between police and workhouse officers might not result in some system of identification by police, such as is carried out in London by special officers.

429. (*Chairman.*) Now what have you to say as regards uniformity of tasks, and especially as to stone breaking and oakum picking?—As to the character and amount of the task, there is scarcely any uniformity, as I have

already said; nor indeed is this practicable, as long as piece-work is the one alternative and stone breaking and oakum picking are the work. The great objection to both these tasks is that they are more or less skilled labour. We set two able-bodied men to break the same stone to the same size, and the novice will take twice the time that the old hand will take, and even knowledge of local stones comes out as to that. I was in North Devon the other day where they break boulders from the beach. Well, these boulders from the beach have a special set in the stone. The man that knows the dodge of that would break them as quickly as possible. On the other hand I found a man who knew nothing about the way of these stones, and he was hammering at them, and the chips were flying about, and after a time he got a sort of stone ball, with little bits off all round it—no good at all. That is simply an illustration that it may be quite skilled labour. And then, as Mr. Davy said just now, a man would sooner break half a ton of sandstone than 1 cwt. or 2 cwt. of granite, or anything of that sort. Then oakum picking is open to the same sort of objection, for the material varies very much in hardness. It is very trying to unaccustomed fingers. It makes men's fingers bleed sometimes, and while the old hand, who knows the dodges, gets through it with ease, yet it is horribly monotonous work; it is futile and it is costly; it has every disadvantage, I think. On broken stones now and then there is some profit in some places. For instance, in Exeter, where I happen to live, the Town Council haul the stone to the workhouse, and each vagrant cracks half a ton; it is a soft sort of stone. The Town Council take it away, and pay the guardians a shilling for each ton cracked; that is sixpence for the work of each vagrant. That more than pays for the vagrants' food, such as it is, so they actually make a profit. I believe in London some of the riverside unions, where they get Guernsey granite brought by barge very nearly alongside the workhouse, make a little money—or at any rate do not lose much—by stone breaking. But the ones that have to cart it right up to, say, Kensington or Islington, or wherever it may be, find that it costs them a good deal. Not that it matters very much to them, because in London the expense of casuals is a metropolitan and not a union charge. It has been said that what is wanted is some purely unskilled work which is rather tedious than exhausting, and perhaps the work which best satisfies this requirement is either corn grinding, of which an average man can do from 90 lbs. to 120 lbs. a day, or pounding flint with something like a large pestle and mortar. The objection to the former is that the mills are rather expensive; but the rammers for stone pounding are quite cheap, and for pounded flint there is a ready demand for paths for gardens and from chicken fanciers, who use the stuff a good deal. Of course some men blister their hands over it, and that is a drawback. There are a good many malingerers who blister their hands on purpose, and when taken up for refusing to work, they show the blisters, which they can make in a very short time, and which they very easily get rid of; and a sympathetic magistrate dismisses the case. It is doubtless difficult to prescribe a task which has so many varying factors—the hardness of the flint, the size to which it has to be pounded, and the capacity of the individual man. It will be noted that only as regards stone breaking and oakum picking is there a task which has to be prescribed under the Order; with respect to all other labour, nine hours' work is put down in digging, or cutting wood, or grinding corn, or any other approved labour, and it is worth consideration whether some modification should not be made in the conditions of the labour in the direction I have indicated.

430. What happens in the case of the inability of a vagrant to do the task?—The Order exempts from task every casual pauper suffering from any permanent or temporary infirmity of body, and also provides that a person shall not be required to perform the whole, or any part, of such a task or work, if it shall appear that the same is not suited to his age, strength or capacity.

431. I take it the workhouse doctor has to certify their condition?—Yes.

432. It would not be a question for the master; it would be a question for the doctor?—If a man says he cannot perform his task the doctor is, I think, invariably called in, unless the master yields at once and sees that the man is weak and sets him to do something else. They

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- Mr. H. Preston-Thomas.* constantly do this—not in strictest accordance with the regulations; they give him a light job about the place. That happens every day.
- 26 Oct. 1904. 433. Is corn grinding frequently resorted to in workhouses?—Not in the country unions; I believe that it is in a good many of the big town unions, especially in the North country.
434. That has, I think you will probably agree with me, the virtue of being work which has some satisfactory result?—Yes.
435. Instead of being useless work?—Quite so.
436. I do not know whether you are aware that a prisoner will much more willingly do work which he knows has some result than, say, turn a crank which only has the effect of lifting a weight up and down?—That is certainly so as regards tramps; tramps hate useless work.
437. (*Mr. Simpson.*) The actual work of a corn mill would be turning a handle, I suppose?—Yes.
438. (*Dr. Downes.*) Have you had any allegations as to any of the tasks which are now prescribed interfering with the touch of men who profess to be engaged in skilled work?—Yes, I have heard of complaints by such men, watchmakers, for instance. I do not know whether it has personally come before me, but I have heard of complaints in various districts of men whose occupations required a delicate touch, that it was injured by rough work like stone breaking.
439. (*Chairman.*) Would that be the case with turning the crank for grinding corn?—I should imagine not; a blister would probably be the worst thing that could happen to them.
440. (*Mr. Davy.*) Is it not very much easier for a workhouse master to let a man off than to insist upon him doing his work?—Much easier.
441. Therefore the tendency would always be towards slackness and leniency?—That would be so always.
442. Just as the tendency would be in favour of discharge instead of detention?—Yes.
443. They want to get rid of a rogue?—That is so.
444. A man wants some sense of duty to carry out these regulations?—That is so. Some masters think the tramp is an inconvenience and they try to get rid of him if they can.
445. (*Captain Eardley-Wilmot.*) Does not a master find he gets rid of tramps more easily by being strict; he gets a reputation that way?—That is so.
446. (*Mr. Simpson.*) He would be rather a long-sighted man to take that view?—Yes, but still there are some like that. There are great differences; I think most of them treat tramps very well.
447. (*Chairman.*) Then, to sum up this matter, what is your recommendation with regard to the best unskilled labour?—I think the two I have mentioned, the stone pounding and the corn grinding, but I would also have any labour that should occupy a certain time. My notion is to have no task work, but time work, and the offence should not be neglect to perform the specified task, but neglect to do a reasonable amount of work during a specified time, in nine hours or whatever it was.
448. (*Captain Eardley-Wilmot.*) Would not that lead to a great deal more expense in the way of supervision?—Possibly additional supervision might be required in some workhouses.
449. More men to supervise the casual in the cell with his stone; at present he does not get out until his task is done, but if it is a case of time work it would be very difficult to judge?—If he had not done a reasonable amount.
450. They would still judge by the results?—Yes, as they now do in digging and sawing.
451. (*Mr. Simpson.*) The difficulty of giving labour to the tramp would be lessened by any scheme by which it was possible to get a large number of tramps together. The more you have to deal with at once the less difficulty there would be in getting suitable work for them?—I think that is so. It is very much easier where you have thirty or forty men to get three or four sorts of industry and to assign each man to the industry that is suitable to him.

452. (*Mr. Davy.*) And it would be more worth while incurring the expense of putting up a corn grinding mill if you are likely to have a considerable number to employ?—That would be so. Of course one great difficulty about anything that costs money is that you have to take into consideration not only the big unions, but some of my little unions down in Cornwall, where they do not see a tramp for a couple of weeks together. You cannot expect guardians in such unions to incur expense for anything in connection with tramps; that is one of the difficulties.

453. Occasionally you have a small union, which is on the main road of tramps, and you have a disproportionate number of tramps there?—Yes, and it would be particularly hard on the small unions if the tramps were more expensive.

454. It is very hard on these small towns to have to build modern vagrant wards, is it not, for the benefit of their neighbours?—Yes; that often happens; and there is sometimes a difficulty as to the workhouse staff. For instance, in one union in my district the master is a man over eighty; the matron and the nurse are the only other officers. The feeble old man is quite powerless against any robust able-bodied tramp who likes to be cantankerous.

455. What would be about the number of inmates of the workhouse?—Between twenty and thirty.

456. Mostly old people?—Yes.

457. And tramps go there?—Yes, some tramps go there, though they have to go a little out of the way to do so.

458. (*Chairman.*) That would probably be rather a special case?—Yes, but there are a good many workhouses where the staff is very small indeed, and where there would be difficulty in enforcing anything on tramps very much against their will.

459. (*Sir William Chance.*) What is the duty laid down by the Orders on the master as to calling in a medical officer where a tramp claims exemption from work?—It is the universal practice to call in the doctor if a tramp pleads illness. Article 13 of the Order says: "In the event of any casual pauper being ill, the master of the workhouse or the superintendent of the casual ward shall, as soon as practicable, obtain the attendance of the medical officer, who shall give directions as to the treatment of such pauper, and if, in the opinion of the medical officer, the pauper cannot be properly treated in the casual ward, he shall be transferred to a sick ward of the workhouse, and be deemed to be an ordinary inmate thereof."

460. If the tramp says he cannot perform his task, it is only in the case where he pleads illness, I think, that the medical officer need be called in. In other cases the master could act on his own discretion?—Yes, but as a matter of fact if a man pleads that he is incapable, though it may not be from an actual physical attack of illness, I think it is the invariable practice of the master to call in the doctor.

461. (*Captain Eardley-Wilmot.*) Suppose he said he had some disease or something of that sort, would the master call in the doctor?—He would call in the doctor or he might say: "I see you are a sickly-looking man, you need only do this light job of (say) sweeping."

462. A man may look quite strong and yet have heart disease, may he not?—He can always claim, by a sort of unwritten law, to see the doctor whenever he likes.

463. (*Mr. Davy.*) That is your experience?—Yes.

464. You do not think any master would take the responsibility of refusing to let him see the doctor?—I cannot imagine his doing so.

465. (*Captain Showers.*) Do you not find the infirmaries of these workhouses invariably full?—Oh, no.

466. A tramp I was talking to in the workhouse the other day said he had tried in two workhouses to get to the infirmary, as he was suffering from a certain disease, but they told him the infirmary was full and they could not deal with him there. He had to go on to the next one, although there is no doubt he was suffering from disease?—If I heard of such a case in a district of mine I should make inquiries as to whether the statements were justified, and why they did not call in the doctor, because, as a matter of fact, there is almost always a vacant bed in the infirmary.

467. (*Mr. Davy.*) If the man was unfit to go on, it would be, in your view, a neglect of duty on the part of the master not to take him in?—Certainly.

468. (*Captain Showers.*) He could not do any work?—It certainly was a neglect of duty. I constantly ask masters in my district as to their practice. They say: "Oh! we always treat a tramp who is ill just as we treat anybody else who comes to the workhouse and is ill: The doctor sees him and he goes to the infirmary if the doctor considers that necessary."

469. (*Dr. Downes.*) The Order of 1882 lays down quite distinctly that if a vagrant is ill the master shall obtain the attendance of the medical officer?—Certainly, and I have no doubt each of the Inspectors of the Local Government Board in any case of not carrying out that direction would want to know from the master why the doctor was not called in.

470. And further, that if the man requires treatment in a sick ward he shall be transferred there?—Yes, and one never, or very rarely, goes into a big workhouse infirmary without finding one or two casuals who have been put in.

471. I suppose there may be cases that only require a little surgical dressing and then may proceed on the road?—That may be so.

472. That may not necessarily require to be put into a sick ward?—No.

473. Article 10 of the Order provides as follows:—"If a casual pauper be sick or infirm, the medical officer of the workhouse or casual ward shall prescribe the dietary for such pauper?"—Yes.

474. The Order, I take it, contemplates that if the man is infirm, apart from being sick, the medical officer shall intervene?—That is so, no doubt. "Infirm" of course is a very vague word; it has a wide range; I mean a man may be regarded as infirm owing to age alone, although he is hale and stalwart.

475. But the word, I take it, gives a wider discretion than the word "ill" in Article 13?—Certainly.

476. (*Chairman.*) What are the actual rules with regard to the attendance of medical officers at workhouses; is there a general rule that they shall attend there so often, or is it only when they are sent for?—That rests with the guardians; in some large workhouses there is a resident medical officer. If there are not enough patients to demand his entire services, perhaps (as at Plymouth, for instance) he attends for some hours a day. Then in smaller workhouses the medical officer comes, perhaps three times a week, and when sent for. He is sent for in any case of illness or any case of emergency that arises, quite apart from his regular attendance.

477. Does he not reside a considerable distance from the workhouse in some country districts?—Well, in most cases he resides pretty near, because the workhouse in the country is generally in the market town, and he generally has a poor law district in that market town, and is required to live within it. I know of very few cases in which the workhouse medical officer lives at any considerable distance.

478. (*Captain Showers.*) About a mile, we may take it?—Mostly within a mile.

479. (*Chairman.*) I suppose in the more sparsely populated country districts it is left with the guardians to make arrangements with the medical officer as to his attendance?—That is so. The Order says that he shall attend at such times as they may prescribe, and also when sent for by the master or matron.

480. There is no hard and fast rule of the Local Government Board?—No.

481. (*Mr. Davy.*) But he must attend for every fresh admission?—Yes.

482. (*Dr. Downes.*) I think it is his duty also to examine each pauper on admission to the workhouse as to his or her physical condition and fitness for employment?—Yes, that is in the case of an ordinary inmate.

483. (*Chairman.*) That does not apply to casuals?—Unless the question of health is raised.

484. What have you to say on the question of competition with outside labour?—That was just incidentally mentioned yesterday. One difficulty is to find labour for tramps that will not compete with outside industry. Even the wood chopping industry in London was objected to by persons interested in the trade, and the Board issued the Circular which I mentioned yesterday. As to work which would in any degree help to train men to get their living afterwards, the usual objection is that the shortness of the period of detention puts this out of the question; but certainly three-fourths of the inmates of casual wards spend a large proportion of their lives in them; only, unluckily, they are not of a class willing to learn anything. In the country unions they are set to garden work, and they do show some gleam of interest in it. Now and then it happens that a painter or carpenter who cannot keep from drink if he is outside the workhouse, will do useful work inside, and sometimes we find he remains two or three weeks—it is rather irregular—doing odd jobs about the workhouse—painting, and so on—and getting nothing but perhaps a little tobacco and one or two extras for his labours, but no money at all.

485. (*Mr. Simpson.*) Is he technically a casual all the time, for the two or three weeks?—Well, sometimes he stops in the casual ward; sometimes they give him accommodation elsewhere; it is a little irregular, but it is very often done in country unions. And there is one real artist I know about. I have seen him both in the eastern counties and the west. He is an extraordinarily good decorator, and would be capable of earning £2 or £3 a week outside, but he comes inside the house, and stops there, and is kept from drink.

486. He is employed when any little job of painting wants doing?—Yes; but he is not paid for it; he only gets his tobacco and some little extras.

487. (*Chairman.*) Have you known any case where there has been a complaint made on behalf of the trade that an inmate is employed in that way instead of a regular painter?—I have heard of there being such a complaint.

488. I am not saying I have any sympathy with it, but I was wondering whether any objection had been raised?—I have heard of an objection being raised.

489. Obviously it is the best thing for the man and the best thing for the workhouse?—Yes.

490. Is the result of enforcement of detention, task of work and cell system almost invariably a great reduction in numbers?—It is almost an invariable rule that where the provisions of the Order of 1882 are enforced (especially if there are cells) as to search, detention, and task, the numbers of vagrants in the union go down to a tremendous extent.

491. (*Captain Eardley-Wilmot.*) And go up, I suppose, proportionately in the neighbouring unions?—That may be so, if they do not protect themselves.

492. You do not convert the vagrants—you simply squeeze them further?—No; but if you get them all uniform, you do not squeeze the vagrants from A to B, but B defends itself, and so along the whole line.

493. (*Chairman.*) Can you give any instances?—I have picked out a few; I might multiply them to an enormous extent. In Leicester the admissions averaged 257 per week. In 1889 a new block of cells was opened, and the admissions fell to 138 in 1890, and 118 in 1891, as against 257.

494. What was the date of the opening of the new cells?—The autumn of 1889, and in the two following years the numbers fell to about one half what they had been. Then in Sunderland the admissions from May, 1894 to 1896, were 14,000 odd; in May, 1896, new cells were opened, and from May, 1896, to April, 1898, the admissions were only 3,812. In Shepton Mallet, one of my little country unions, the admissions in the year ending Lady day, 1898, were 2,475; then new cells were provided and detention enforced. In the following year they fell to 649, and they have never got up again. In Taunton the numbers fell to a half with the cell system and detention. So, too, at Wolverhampton, Mr. Wethered, the Inspector, states in a recent report, that owing to better supervision—searching, bathing, and so on—the admissions were reduced from 4,094 in the last quarter of 1902, to 1,326 in the last quarter of 1903. In Plymouth the

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admissions for the year ended Lady Day, 1899, were 7,697. Detention was enforced, and in the following years they fell to 1,693, 1,306, 1,471, 1,327, and 1,391 respectively. And I might multiply such examples to any extent. It is a matter of course that, when you change from the lax system to the strict system, down go the numbers, and the tramps go somewhere else.

495. You spoke of one practice which has apparently led to a great diminution, namely, searching and bathing?—Yes, tramps dislike the searching especially. For a long time they hated baths, but they have got used to them now; I do not think they mind them nearly so much.

496. Does the establishment of baths increase the cost of the maintenance of the casual ward much?—No, I do not think so; though there is a little expense in the first instance. Most of the country unions, at any rate, have simply a couple of baths, or perhaps three, and they have a circulating boiler for hot water.

497. Has the bath acted as a deterrent to casuals?—It did once, but I think they are getting used to it now.

498. It is obviously a good thing from the health point of view to have enforcement of bathing?—Yes, and there is another great advantage; if you bathe a man you find out whether he shows signs of any particular disease, such, for example as scabies or even small-pox.

499. I suppose within your knowledge there have been many cases where, in consequence of a search, men who represented they were destitute have been found to have money?—Oh, yes, and sometimes when a tramp is a new hand in a particular district and he is told he is going to be searched, he says: "No, thank you; I will go on." He goes and pays for his lodging at a lodging-house, if he knows he would get his money taken from him at the casual ward.

500. Manifestly, therefore, it would be a good thing if the search and the baths were made compulsory?—I think they ought to be so; they are nominally compulsory now.

501. (*Sir William Chance.*) Does it not come to this, that if the Order of 1882 is carried out conjointly with the cell system, the figures of vagrancy will go down?—Yes, no doubt.

502. (*Dr. Downes.*) The number of pauper vagrants will go down?—Yes; they may go somewhere else, they may go to lodging-houses.

503. (*Mr. Davy.*) Some of them might take to honest work, might they not?—Yes.

504. (*Dr. Downes.*) Did they go to common lodging-houses or sleep out in those instances that you have given us?—I cannot say. Unfortunately you cannot get any precise information as to common lodging-houses and their inmates at particular times.

505. It is not known what became of the people who had formerly frequented those tramp wards?—No.

506. (*Chairman.*) I think we were dealing with the question of the enforcement of detention, task and cell system, which had almost invariably been followed by great reduction in numbers?—I just mentioned that there had been a considerable falling off after detention was enforced at Plymouth workhouse, but it is worth mentioning that when they had about fifty applicants for admission to the casual ward, night after night, the manager of the Dockyard extension works, where hands were very much needed at that time, offered to give work to as many men as the workhouse master could send, but not a quarter of the able-bodied, strong men would go, and very few of these that went would stay. And we are constantly meeting instances of that sort of work-shyness. I have often been told by occupants of vagrant wards that they are looking for work, but if particular work is indicated to them, they do not go. In a little country town where living is particularly cheap, where wages of 18s. a week are a competence almost, a tradesman of the town not long ago came to the workhouse master and said he could give permanent employment to a number of men in moving wood about and wood sawing, and he would employ them at 18s. a week for a long time. The workhouse master went into the casual ward, and all the casuals stated that they would be delighted to go. He picked out six of the strongest, and

they were to begin work at 6 o'clock next morning. Six of them started. The works were a quarter of a mile off and only one of them got there, five having slunk off. Only one went to work, and he has been working there now for more than a year. That sort of thing constantly happens. These are only illustrations of the fact that people who declare they are looking for work will not take work when it is offered to them.

507. There was a House of Lords' Committee in 1888, which made some suggestions for an alteration of the system?—Various witnesses before the Committee suggested that casual wards should be abolished altogether and that casuals should be treated as ordinary paupers; but the House of Lords' Committee disapproved of the suggestion, and their only recommendation was that it might be advisable somewhat further to extend the power of detention where the tramp had been re-admitted within fourteen days.

508. There was a Departmental Committee dealing with habitual vagrants in Scotland?—Yes, it was proposed that power should be given to detain for a week or ten days casuals known to have been in workhouses more than two or three times during the preceding six months. They also recommended that there should be discrimination in favour of the honest workman—"and that the police authorities should be empowered to grant temporary relief to the extent of a night's lodging and food to the necessitous homeless and travelling poor where they think it expedient to do so, and that they should also have power to exact, if they think right, a labour equivalent from those that are able to work." There is not very much bearing on the present inquiry; I only mention that recommendation as to the police.

509. (*Sir William Chance.*) Is anything to be learned from the Scotch system?—I do not think so. Their system generally is so entirely different from ours that I rather doubt if we could learn profitably from it. I thought it desirable to put on record that there was that inquiry on vagrancy and various police matters in Scotland.

510. (*Mr. Simpson.*) They have no casual wards under the poor law authority, have they?—None at all. I believe it is illegal to give relief to an able-bodied man in Scotland.

511. (*Captain Eardley-Wilmot.*) Begging is not contrary to the law?—I think within the last ten years they have applied practically the provisions of the Vagrancy Act to Scotland.

512. It has not been enforced?—I cannot say.

513. (*Chairman.*) There were two Bills in 1904 with regard to vagrancy; was one of those Sir John Gorst's Bill?—Sir John Gorst's was the general Bill as to labour colonies. There was one as to child vagrancy called the Vagrants' Children Protection Bill, backed by Mr. Claude Hay, Mr. Spear, and other Members.

514. They got no further than the Bill stage, I suppose?—They did not reach the second reading stage.

515. (*Sir William Chance.*) Numbers of children are on the road with the tramps, and the idea is that something should be done to rescue them from a life which is not a desirable one; it is felt that if a tramp is found habitually carrying about a child, whether his own or somebody else's, it should be an offence for which he should be punished. Thus the child could be dealt with and sent to some place where it could be educated and trained. That is the idea of the second Bill?—I think the proposal was to throw the expense not on the union, but on the county.

516. (*Chairman.*) Suggestions have been made by various bodies as to the establishment of labour colonies, way-tickets, mid-day meals, more rigorous treatment of casuals committed to prison, and so on?—I will give a summary of the principal recommendations which have been made to the Local Government Board for various amendments in the present system, some of them vague but some of them precise. 117 boards of guardians have petitioned for legislation enabling the poor law unions to combine for the provision and maintenance of labour colonies and for the detention of vagrants. The Wiltshire Poor Law Association proposed that a passport system should be adopted, and that old and impotent vagrants should be compulsorily removed to the workhouse of their birthplace and detained there. The

Horsham guardians in urging uniformity of treatment in casual wards proposed that prison authorities should place vagrants in a special class with more rigorous treatment. The Cricklade guardians considered that attempts to deal with the vagrancy question would be ineffectual as long as the lenient treatment of refractory tramps in gaol continued. The Lindsey court of quarter sessions, also 105 boards of guardians and fourteen other courts of quarter sessions or standing joint committees, advocated legislation for the amendment of the vagrancy laws by the establishment of labour colonies on the Belgian lines or otherwise. The West Riding court of quarter sessions and twenty-one Yorkshire boards of guardians urged greater power to deal with habitual vagrants by detaining them in a place provided for that purpose or otherwise. The Basingstoke guardians advocated the establishment of labour colonies, the cost to be equally shared by the State, county councils, and the unions. The Norwich board suggested the grouping of boards of guardians to provide labour colonies. Portsmouth and Poplar desired a power of detention for able-bodied paupers in the present voluntary labour colonies. Sculcoates and some other boards were in favour of a system of way-tickets available for a stated period and including a free ration of bread and cheese for dinner. Henley proposed permits, without which tramping should be punishable, the opening of an employment bureau at each workhouse, a penalty on refusal to work, increase of detention to three days, and improvement of diet. Bridgnorth suggested a new law on vagrancy providing for issue of passports by the police, exempting from task and detention in casual wards; tramps without such passports to be apprehended and detained for fourteen days in tramp wards, or on repetition for two, three or twelve months in a gaol or labour institution. It also made various suggestions with regard to the treatment of wives and children in such cases. Among other suggestions are that the entire cost of vagrancy should be a county charge; that there should be a contribution by the Exchequer of 6d. a day for each tramp; that the whole matter should be transferred to the police; that some measures should be taken to obtain uniform sentences, as in Lancashire, Cheshire, and some other counties where the magistrates agree to give at least fourteen days for every offence, the police acting as assistant relieving officers. There are many advocates of the various schemes known as the Dorset system, by which bread is supplied at bakers' shops about five miles apart on the main roads, in exchange for tickets provided by subscribers to a mendicity society, or the Berkshire system, abandoned in Berks but adopted in Wilts, under which bread is provided at police stations; or the Gloucestershire system, by which, on condition of taking a certain route, a tramp is furnished by the workhouse master with a ticket entitling him to a mid-day ration of bread at some office in connection with a police station distant from the workhouse. Mr. Bircham, Local Government Board Inspector, states that in many unions in Wales a ticket system is in force, three coloured tickets being used, white, blue and red. "The police are as a rule employed as assistant relieving officers, and the white ticket is given to those who, as far as they can judge, are *bona fide* working men of some sort or other; this white ticket implies detention for one night only and the prescribed task accordingly, or in some special cases these would be discharged as early as possible the next morning without a task. The blue ticket is given to men who, so far as the assistant relieving officer can judge, are tramps—not *bona fide* working men, or are of known indifferent character—these are detained two nights, and set to work accordingly. Red tickets are given to those who have visited the union more than once within the month and are detained the full period, but they are very few in number. This ticket system has been found useful, and has acted well so far as I can ascertain." These plans are of course mainly intended to prevent indiscriminate alms to casuals who plead that they have to walk from one workhouse to another without being allowed any food for the journey, but it is disappointing to find no doubt in several counties where such systems are in force that there are a very large number of vagrants. It is very difficult to separate cause and effect, to say whether those counties have natural attractions for vagrants which have induced people to make special provision with regard to them, or that the special provision made with regard to vagrants has attracted

the tramps. We cannot tell which it is, but there is the fact that in most of these counties (only about half-a-dozen) where they have some system of the sort, there seem to be a good many tramps, except in Gloucestershire, where they have mastered them pretty well. The small number of tramps in Cornwall is a question of geography, I suppose, and not anything else, but one county where there are very few tramps, although you would naturally expect to find a very large number, is Essex, and they have not any system of the kind there. Then we get to the proposal for labour colonies by the Poor Law Unions Association.

517. Will you describe that proposal?—Yes, a scheme for the establishment of labour colonies was framed a year or two ago by a special committee of the Poor Law Unions Association and it has been supported by some boards of guardians. Their proposal was that labour colonies should be formed for counties or other areas, and managed by committees of boards of guardians of the areas; that some of these should be industrial and some agricultural, according to the district, but that there should be a power of transferring inmates by arrangement from agricultural to industrial colonies and *vice versa*, according to the capacity of the individual vagrant; that inmates of the colonies should be graded, should receive a character on discharge, and also a sum of money according to conduct; that the expenses should be met by precepts on boards of guardians taking part; that the colonies should also be available for able-bodied inmates of workhouses. As to detention, the committee suggested that boards of guardians should be entitled to take any vagrant found in the casual wards for the third time (I do not gather within what period) before the magistrate, who "on being satisfied that the casual is an habitual vagrant, may send him or her to a labour colony for a period of not less than one year or more than three years." Those are the suggestions made to the Board by local authorities of various kinds. Then there are various suggestions which have been recently made by the Board's Inspectors; that vagrant children should be dealt with on the lines of the Bill of 1900; that vagrancy should be a county charge; that the cell system should be made universal; that in London uniformity of treatment should be enforced, and that the Board should withhold repayment from the Metropolitan Common Poor Fund in any cases where the regulations are wilfully disregarded; that all tramps should be examined by workhouse medical officers, with a view to detention, if unfit to leave on account of infectious disease; that unnecessary vagrant wards should be closed, their unions making some contribution to those whither the tramps are diverted. Those are, I think, among the principal of the suggestions made by the Board's fourteen Inspectors.

518. What was the date of those suggestions?—1903; a Minute was sent round by the Board early in that year to all the Inspectors, and their answers contained these suggestions.

519. Nothing came of that?—The question was deferred for the consideration of this Committee.

520. There were Reports of the Commissioners of Prisons as to casuals who were sent to prison by magistrates for refusal to work, but who were reported by gaol surgeons as incapable?—In their Report for the year ended 31st March, 1901, the Commissioners of Prisons called attention to the large number of prisoners committed for refusal of task in the casual wards of workhouses, and stated that a large number were found suffering from such physical or mental infirmity as to render them unfit for punitive labour of any kind. They suggested, therefore, that the Local Government Board should issue an Order that no inmate charged with this offence should be brought before a magistrate till he had been carefully examined by a medical man and certified fit for the task he had failed to perform, such certificate to be placed before the magistrate. The Home Secretary asked the Local Government Board whether there was any difficulty in adopting this course, and the Local Government Board stated that magistrates often asked for such a certificate or directed examination by the police doctor, and there was no reason why they should not require certificates in all cases. The Board also forwarded to the Home Office statements from the Chelsea and Kingston guardians showing that in a large number of

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cases specially referred to by the Prison Commissioners, either the workhouse medical officer had certified the men as fit to perform their task—it was a case of doctors differing—or they had declined to see him. Well, I take it if a casual is asked whether he cannot do his task because he is ill, and he says “No,” and refuses to see a doctor, he cannot be examined against his will. It then becomes a question for the magistrate as to what evidence he shall call for. The Home Secretary subsequently forwarded to the Local Government Board a large number of reports from medical officers of prisons as to casuals committed for refusal to work but found on examination to be unfit for prison labour. The Board communicated with the guardians concerned in these cases and a *précis* of their statements is available for the information of the Committee. It will be noticed that these cases relate to proceedings for refusal to do any work at all, not for neglect to complete a specified task, and the tables published in the Local Government Board Annual Reports show with regard to the Metropolis that the two offences are separately treated. I have quoted already some figures bearing on that. It is the invariable practice if a casual pleads illness to call in the medical officer before prosecuting him for refusal, and casuals are habitually excused, without calling in the doctor, from doing work for which they are too weak.

521. I suppose the workhouse master can judge for himself without calling in the doctor, if he takes the responsibility upon himself?—I do not think he ever judges in the sense of stringency. He never would say, “You shall do the task; you are malingering.” Before setting a man to work, who pleads illness, he would say, for his own protection, “We will have the doctor then.” But it often happens in inspecting a workhouse that I ask, “What is that tramp doing?” and get some such answer as, “Well, he is not very strong, sir; I put him to sweep the paths a bit; he is not up to the ordinary work.” That happens constantly.

522. The master satisfies himself that it is not absolutely incumbent upon him to call in the doctor?—That is so; in fact, according to the Order, he must not set any casual to a task for which he is incapable.

523. On the other hand, if he has absolutely satisfied himself that the man is incapable of working, he can act accordingly without calling in the doctor?—Certainly, and he habitually does so.

524. (*Mr. Simpson.*) Medical officers are usually paid by salary, are they not?—Invariably.

525. If a medical officer were called in to see a pauper in these circumstances, he would not charge a fee for that to the guardians?—No.

526. On the other hand if he appeared in court before the magistrate, I suppose he would have a claim as a witness, possibly to an allowance from county funds?—That may be so; I cannot speak as to that; he is certainly paid by salary.

527. (*Mr. Davy.*) A medical officer can make no charge for giving a certificate that A.B. is incapable of doing his work?—No.

528. (*Chairman.*) What is your opinion as to the communication of smallpox by vagrants?—Well, the spread of smallpox by tramps has been a matter as to which an enormous number of letters and communications and reports of various kinds have been received by the Local Government Board. On three occasions the Board have issued Circulars (in 1893, 1895 and 1903) to provincial and metropolitan boards of guardians as to the necessity of taking measures for the discovery of symptoms of the disease, and for the prompt isolation of any person affected. They have suggested, in times of epidemics of smallpox, that there should be a daily examination of all casuals presenting themselves for admission, and in a good many unions—town unions mostly, and in some country unions—this has been carried out, the doctor being paid something for this extra work. So that every tramp in epidemic times has been examined on admission to certain casual wards, and the possibility of taking a step of that kind strikes me as rather a reason against doing anything that would tend to divert the tramp from the casual wards, where his health can be minutely examined, and all precautions can be taken, to the common lodging-house, where practically you cannot take such precautions.

529. You have already said that one of the advantages of the bath is that it shows when a man is affected by smallpox?—That is so.

530. You are aware that there was a report by the medical officer of health of Newcastle-on-Tyne in 1893, with reference to the spread of smallpox by vagrants?—There is a very exhaustive report made by Mr. Armstrong, the medical officer of health of that city in 1893; he collected statistics with regard to between 5,000 and 6,000 cases of smallpox in sixty-three different towns, and found that in forty-six of these towns the introduction was due to vagrants, rather less than half being casuals. On the publication of this report the London county council convened a conference, which met on 19th July, 1894, and it was, I should think, one of the most representative conferences of the kind that has ever met; and therefore, its opinion carries very great weight, because all the big towns were represented—Manchester, Liverpool, Birmingham—all the important towns, with very few exceptions; and there was a very animated and long discussion as to the way of preventing the spread of disease by casuals. A series of resolutions were passed which I will shortly enumerate. Of course, they took the word “vagrants” as including not merely the inmates of casual wards, but the whole floating population; and their first resolution related to refuges and shelters which had then been decided to be outside the scope of the Common Lodging Houses Acts; and, therefore, not to require registration, and not to be under the control of the London county council and its officers as regards sanitary precautions and a host of other matters. But, fortunately, that decision of the Queen’s Bench Division was over-ruled in 1899, when it was held in *Logsdon v. Booth*, that the fact that a Salvation Army shelter was not conducted for gain, did not remove it from the operation of the Common Lodging Houses Acts of 1851 and 1853, and that it was a common lodging-house and must be registered; so we have got rid of the primary difficulty which was then supposed to require legislation. Other resolutions suggested that the local authority should be empowered to require medical examination of all persons entering common lodging-houses and casual wards; to close for a time a common lodging-house where infectious disease had appeared; to require disinfection of the clothes of an inmate of a common lodging-house or casual ward exposed to infection; and to require the vaccination or the re-vaccination of such persons. From that time to the present, various reports from medical officers of health have been received complaining of the spread of infection by tramps, most of them to the effect of a report by the medical officer of health of Stratford-on-Avon, who said in a vigorous paragraph that “the sanitarians of the twenty-first century will look back with amazement on their ancestors who inflicted fines for moving pigs out of areas infected with swine fever, but allowed a tribe of tramps to wander at large spreading smallpox.” The Durham city council forwarded to the Local Government Board, rather later, a statement that fourteen cases of smallpox in the Durham rural district council’s hospital were all admitted from the workhouse, the infection being traceable to contact with a vagrant said to be suffering from influenza, but who developed smallpox. Then Mr. Wethered, one of the Board’s General Inspectors, in his report for 1903, states that smallpox had been so often introduced into vagrant wards in his district during the year that in most unions the medical officer was instructed to examine all vagrants on admission. He continues:—“Notwithstanding this precaution, some cases were not detected in time to prevent the vagrants going about with the disease upon them. One unfortunate instance of this occurred at Winchcombe on the 18th February. Owing to a misunderstanding a man was allowed to leave the workhouse with smallpox upon him, and he tramped to Stow-on-the-Wold, a distance of nine miles. On arriving, the nature of the man’s illness was detected, but the guardians had no isolation provision for treating cases of infectious disease, nor had the urban district council. Temporary arrangements had, therefore, to be made which cost the guardians over £200. But the irony of the case came when the man was convalescent. When this stage was reached one of the guardians kindly offered the man work. He replied that he never had done any work and never would. He was twenty-eight years of age.” These are typical instances, and a great many similar ones have been

recently brought together in a second report by Mr. Armstrong, of Newcastle-on-Tyne, on smallpox and vagrancy in 1901-3. From information received from medical officers of health of 126 towns of over 20,000 population, he found that of 111 of these towns invaded by smallpox the introduction in 57—rather more than half of the whole—was caused by tramps. In forty-one cases they had lodged in workhouses, and in fifty-eight in common lodging-houses. On the publication of this report in the present year, the London county council decided to convene another conference on the spread of infectious diseases by vagrancy, and this conference will be held on the 10th November. I have no doubt the Committee will take account of its proceedings, as probably if it is as representative as the former conference, it may make some very valuable suggestions as to this particular matter.

531. Then as to suggestions to the Local Government Board for preventing spread of disease by tramps?—They have received a very large number of resolutions in favour of the compulsory vaccination of casuals and casuals' children. But, of course, there will always come up the question of differentiating between the rich man and the poor, of sending a man to take a baby out of its mother's arms, and so on. We have never had compulsory vaccination in the sense of forcing anybody to have a child vaccinated, although we have fined him for not doing so.

532. (*Mr. Davy.*) As a matter of fact, a considerable number of tramps were vaccinated during the last epidemic?—A large number generally by persuasion; in some places they pay them 1s. and then it is easy enough.

533. (*Chairman.*) Do you know if it has been found easier since they have been made aware that there is no question of arm-to-arm vaccination?—I could not say as regards tramps; it has had a very considerable effect on the labouring population generally.

534. I thought it might be so with tramps, too?—That is not unlikely. Of course, the number of vagrant children is very small, but there have been various resolutions of that sort; also, in favour of the compulsory vaccination of persons in a workhouse or a common lodging-house upon an outbreak of smallpox, and of the power being conferred upon the local authority to deal with contact cases, as they are called, by detention or otherwise. These have been suggestions made to the Local Government Board. Then I have two or three points to mention of a more or less general nature.

535. Suppose a tramp enters a casual ward and on his entrance it is found he is suffering from smallpox, what is the procedure?—In the first place, the doctor would find that, on being called in.

536. He certifies?—If there is an isolation hospital in the neighbourhood suitable for smallpox, the patient would be sent off there at once, the casual ward would be disinfected, possibly admission would be stopped for a day or two, and vaccination or re-vaccination would be pressed on everybody that could possibly have come into contact with him, or could possibly have received infection in any way. If there were no such hospital available, the master and doctor between them would make such arrangements as they could best improvise in some distant part of the workhouse premises, if possible, for putting such cases by themselves. Bad would be the best, but that is all they could do.

537. (*Mr. Davy.*) As matter of fact, in times of smallpox epidemic vagrant wards are not infrequently closed?—Yes.

538. In those unions in which cases of smallpox have occurred?—Yes.

539. (*Mr. Simpson.*) Is there any provision in law for detaining people in the workhouse infirmary or infectious hospital, who have actually smallpox?—Yes, they can be detained if they have smallpox, but they cannot be detained from simply having come into contact with other people.

540. And they can be detained till they are no source of danger to others?—Yes, in the opinion of the medical officer.

541. (*Chairman.*) As to the general treatment of vagrants—not with regard to disease—what have you to say?—It is unfortunate that the general treatment of

vagrants is in no sense of a reforming character. The shortness of their stay at each workhouse prevents their learning any useful occupation and no good influences of any sort are at work upon them. On Sundays they are necessarily kept idle. Sunday is rather a difficulty in tramp wards; they are not allowed to go to the workhouse chapel for fear of introducing infection among the other inmates, and they can only associate with each other. There is no elevating, or reforming, or religious influence upon them. They are very rarely visited, and it may not be practicable to exercise any influence of the kind, but I merely record the fact. On Sunday there is no work, and these fellows only consort with each other, no one doing anything for them. This is at present one of the drawbacks of the system and one which I should like to see removed if possible.

542. Would not the chaplain of the workhouse give some attention to the vagrant ward?—His duties are to hold a service on Sunday, and to visit the sick wards. The individual man will sometimes consider it as part of his moral duty, but I am not sure that it is part of his legal duty; at any rate it is not generally performed.

543. (*Mr. Davy.*) Do you think that the material condition of the tramp has improved of recent years; I mean, if you contrast the tramp, as you know him now, with the tramp who is described in Mr. Doyle's report in 1866?—Enormously. In the first place, the tramp is one of the cleanest people you can find among the working classes.

544. At that time there were great complaints of the tramp suffering from itch?—Very general; and they swarmed with vermin. Now they occasionally get a little vermin from lodging-houses, and so on, but as a rule the tramp is extraordinarily clean. Take the ordinary labourer; he never thinks of washing himself completely. The tramp probably has a bath two or three times a week; that is unknown among the lowest stratum of the working classes.

545. And in the Inspectors' reports of 1866 there are great complaints as to vermin in the wards?—Oh, horrible.

546. Well, do you see vermin in tramp wards now?—Very rarely, and canvas hammocks are superseding the old wooden bunks which swarmed with vermin, and from which it is very hard to eradicate them. Some, I am afraid, are in existence now, and have some vermin in them still, but, as a rule, the tramp ward is very clean indeed. The masters take infinite care, because they know that that is a thing which is looked after specially.

547. I do not know whether you remember the time when tramps habitually had broken boots, with their toes sticking out; do you ever see that now?—Very rarely.

548. (*Captain Eardley-Wilmot.*) Was not that an extreme case?—You do not find beautiful boots on tramps, but their boots are in better condition than in former years.

549. Is not the real labourer to be distinguished from the tramp by his boots?—The tramps' boots are not so good as those of labourers.

550. (*Chairman.*) At any rate, their general condition has very materially improved?—Very substantially indeed.

551. What have you to say as regards short sentences for vagrancy?—Well, that is not a matter for us except incidentally, but we find this, that when they are sent to prison for offences against the Vagrancy Act the term is generally a very short one, ranging from three to twenty-eight days. I should think the average is seven days, or perhaps less; the sentence is very seldom more than twenty-eight days even in the case of those with repeated convictions.

552. (*Sir William Chance.*) Is that for acts against the criminal law; does that come under the old Act of 1824?—Yes, and yet that Act of 1824 has an ascending scale of punishments by which a person neglecting to maintain himself or family by work and thus coming on the poor rates or being guilty of the offence of begging, etc., may be sentenced to one month's imprisonment as idle and disorderly; that a person guilty of an aggravated case of the same kind, or having been already convicted as idle and disorderly is liable to three months' hard labour as a rogue and vagabond, and any person already convicted as a rogue and vagabond may on a fresh offence be committed to

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sessions and sentenced to twelve months' hard labour, with whipping, as an incorrigible rogue. Well, as a matter of fact, nobody seems to get more than the first. Magistrates disregard the "rogue and vagabond" and the "incorrigible rogue," and they very rarely indeed give three months, and never a year, I think.

553. (*Mr. Davy.*) Is it not the fact that a man is never prosecuted as a rogue and vagabond unless he has persistently neglected to maintain his family?—I believe so.

554. Have you ever heard of a rogue and vagabond persistently refusing to work having anyone depending on him?—Scarcely ever. At any rate such sentences as twelve months for any offence under the Vagrant Act are certainly a very rare exception. Magistrates are much influenced by sentiment, by newspapers and by the fear of accusations of inhumanity and all sorts of things. I know of one country town in which the guardians were somewhat embarrassed because, when casuals were brought before the local Bench for refusing to perform their task in the workhouse, the mayor not only invariably discharged them, but gave them half-a-crown to help them on the road.

555. Is not the prison actually used as an easy means of locomotion when a tramp wants to get across a county, say?—Often.

556. He gets seven days and moves across the county?—I have known cases in North Devon. If a tramp there wants to get towards London and does not want to walk, what is simpler than to break a window in the casual ward? For breaking a window he gets sent to Exeter, he gets a good square meal on entrance, he gets much better feeding than in the casual ward for between three days and a week, and he is fifty miles on his way. The

tramp is very dodgy, and I have no doubt when he gets on the border of Dorset he does the same thing if he wants to go to Weymouth; he has another smash and he is sent to Dorchester gaol. Tramps are very good at topography, and so they go on.

557. (*Captain Eardley-Wilmot.*) Is that really very frequent?—I think the wily ones know the way. I do not suggest that the proportion is very large.

558. (*Mr. Davy.*) A man in a prison gets a rest, does he not?—Yes.

559. And there are people who interest themselves in him after he comes out?—Yes.

560. Give him clothes and so on?—Yes; you see you have no discharged casuals' aid society, but you have the Discharged Prisoners' Aid Society.

561. So there are other reasons besides the dietary which would induce a tramp to seek the seclusion of a prison rather than the severity of the workhouse regulations?—No doubt.

562. (*Chairman.*) If a tramp instead of having, say, a seven day sentence in the prison were to have a twenty-eight day sentence do you think he would so gladly seek the prison as he does now?—No; I think this is shown in various counties where the magistrates have had a sort of rough agreement that they will give all cases twenty-eight days, and that sort of decision has been followed by a decrease of tramps and presumably of offences by them.

563. And from that point of view the longer sentence would be effective?—It would be an improvement certainly.

THIRD DAY.

Thursday, 27th October, 1904.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. H. PRESTON-THOMAS, recalled; and further Examined.

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564. (*Chairman.*) We did not touch the question of labour farms and colonies yesterday?—As to the question of labour colonies my Department do not express any opinion. But I am prepared to state various considerations that the Committee may like to weigh as representing simply my opinion for the very small amount that it may be worth, but not the opinion of the Local Government Board.

565. Quite so. Have you yourself visited any of the labour farms?—No, not in England.

566. Do you know whether any exist in England now?—There are the Salvation Army farm at Hadleigh, and the one at Lingfield of a philanthropic society, called the Christian Social Service Union.

567. Any others?—Then there is the organisation of the Church Army which consists in setting up a certain number of industrial workshops and so on, where men are employed, and where they receive housing and food, in return for a small amount of work that they do.

568. As far as you know has there been any action on the part of the county councils in this direction?—Not that I am aware of; I do not think there could be.

569. Well, as to the institution of labour colonies?—The first point is whether there should be labour colonies with compulsory detention.

570. Yes?—Of course, at present there is no compulsory detention of that kind in England, and it may be doubted whether, if forced labour colonies were introduced, a number of persons sufficient to produce any effect on the total amount of vagrancy would be committed by magistrates to them for such a lengthened term as alone would be of any use.

571. It would be a question, would it not, whether such establishments should be entirely under control of the Local Government Board or the Prison Commissioners?—It seems to me, personally, that interference with the liberty of adult and sane persons is the function of the Government alone; you cannot depute it to the best managed philanthropic society. A forced-labour colony, such as those that I am familiar with in Switzerland, is in effect a prison. It is a sort of prison with excellent arrangements for the betterment of the people and also for getting on the land an amount of force which is now wasted, but it is primarily a prison. It has been suggested that as lunatic

asylums, inebriate homes and industrial schools are certified by the Home Office, and persons are committed to them and detained for a specified term, therefore the same thing might be done with regard to a labour colony maintained by a philanthropic society; but the cases seem to me to differ *toto cælo* with respect to the liberty of the subject. Take a lunatic asylum first as an extreme case; the lunatic is confined, not by way of punishment, but because he is unable to take care of himself. So you put the inebriate in an inebriate asylum, not in a prison, because he is not exactly *compos mentis* and is not an entirely sane member of the community. So with the children, it is not to punish them, but because they are not of an age to demand unrestricted liberty that you keep them in institutions suited for them. But I do not believe that any civilised Government delegates the charge of its prisoners to an irresponsible body, and I myself do not consider that any system of inspection can possibly get rid of the objection. A primary duty of the State is the charge of its prisoners, and that is a duty which as involving the all-important question of the liberty of the subject it ought to keep in its own hands. Ought any voluntary body to be entrusted with the right of interfering with individual freedom, of administering punishment for insubordination, or of dealing with escapes or attempts to escape from detention? I speak of philanthropic societies with the greatest respect. I think General Booth has done wonders as regards particular classes, but that is beside the argument. The question is whether he is to be entrusted with the powers of the governor of a State prison, and have a legal right of enforcing compliance with the special regulations and observances of the Salvation Army. My view is that if a compulsory labour farm is to be conducted this must be done by a responsible authority, and that if you delegate that particular duty, you are delegating a function which the Central Government has no right to delegate.

572. I take it from what you say that it would be necessary to have legislation if you established any system of this sort; that wherever compulsion is necessary there you must have legislation when you are dealing with the liberty of the subject?—That would be so, and whether Parliament would ever consent to trust the liberty of the subject, the subject not being a child, not a lunatic, or not a partial lunatic like the inebriate, to however good and useful a philanthropic society, is a matter as to which I personally have very grave doubts.

573. (*Sir William Chance.*) And by a philanthropic society would you imply such an organisation as the Salvation Army?—I should include that as a philanthropic society.

574. (*Dr. Downes.*) Do you think that the philanthropic societies might be useful as adjuncts; for example, that the man might be committed to a compulsory labour colony and then on certain conditions be passed on to a philanthropic agency?—Provided that the philanthropic agency had no compulsory power over that man's liberty. In Switzerland they have got one excellent plan. When a man leaves the compulsory labour farm people are not very ready to employ him, because they do not like to take into their service a man straight from prison, but there are one or two voluntary labour farms in which he can be received and can earn wages. There he has a time of quarantine, a time of rehabilitation, and people are much more ready to take him afterwards.

575. (*Chairman.*) And I suppose the advantage of that would be that he would be able there to earn a certain amount of wages which if he chose to put away he could establish himself with afterwards?—That would be so.

576. (*Mr. Simpson.*) Would the difficulty you feel apply equally to labour farms conducted by local authorities?—Not by police authorities.

577. Say county councils?—Not if they are police authorities. I am sorry to say I do not know quite how far county councils now do act as police authorities.

578. County councils are not police authorities, they only supply half the cost. All the prisons were under local authorities up to 1877 when they were transferred to the Home Office. The main reason of the change was to economise the prison system, not on account of theoretical objections to local authorities having control over prisons. In view of that, would you feel the same

difficulty in having farm colonies under local authorities?—Not at all the same as in the case of charitable societies. But they are a sort of prison, and I should think that they had better be under the control of the prison authority.

579. (*Sir William Chance.*) Are you acquainted with the German system of labour colonies?—I have not visited those colonies; I have read, of course, a good deal of literature on the subject.

580. Some of the colonies to which you have referred are founded on that system?—Yes.

581. Which is that of voluntary colonies with no powers of detention?—Yes, quite so.

582. You have no objection to voluntary societies working side by side with compulsory colonies?—On the contrary I think it is a great advantage, and I would encourage voluntary societies to run their colonies; only my point is, a colony with detention is a prison; and no philanthropic society, or anybody but the Government, ought to run a prison.

583. (*Dr. Downes.*) It has been suggested, I think, by the Poor Law Unions Association that compulsory labour colonies should be under control of a combination of boards of guardians?—Yes.

584. I take it that what you have said applies equally to such a suggestion as that?—My objections would apply to that, in a rather less degree since any publicly constituted authority is more responsible than the committee of a philanthropic body.

585. (*Captain Eardley-Wilmot.*) In the casual wards the guardians have the control of the liberty of the man for four days and they are not a very responsible body?—That I admit is, to a certain extent, an analogy for detention by a body which is not the Government; but the tramp goes to the casual ward voluntarily.

586. Yes?—There is no question of his going to a compulsory labour colony voluntarily, he is sent there under sentence. But he resorts to the casual ward of his own free will and he knows the conditions. "If you want board and lodging you will have to work for it during a whole day and to stay two nights." Well, he accepts that bargain voluntarily, for he need not come at all, and this makes all the difference.

587. (*Captain Showers.*) If he does not conform to this, he is liable to the law?—Quite so, and of course it is a very precise law which allows it, a special Act of Parliament which allows these restrictions on a man's liberty; or, to put it in another way, prescribes the conditions on which he can obtain food and shelter.

588. (*Chairman.*) There was a Report of a Committee in 1896 upon voluntary labour farms?—It was a Report of the Select Committee of 1896 on Distress from Want of Employment, and they considered the possibility of the establishment of voluntary labour colonies by the State as a partial remedy for want of employment. That Select Committee reported against the adoption of any such scheme with regard to the unemployed generally; and their objections, apply with, I think, even greater force to State colonies for vagrants. Many of the vagrants would, of course, be quite unsuited to agricultural labour. A farm, so worked, could only be carried on at a heavy loss, since farming with difficulty pays, even when the best labourers are employed. And there is another difficulty which has been found in Switzerland and everywhere else. Farms employ least labour just when you want most to give employment—in the winter. In Switzerland there is some employment in the winter, but on an English farm little can be done, and when there is a hard frost (as there was in 1894–5) the ground cannot be touched for, perhaps a couple of months just when the distress is greatest. Other industries could rarely be made profitable owing to the inexperience of the workers, and the product might inconveniently compete with that of outside trades. I do not know that that is a very serious thing but it is something. Then in the German colonies three-fourths of the inmates have been in prison, and I think the proportion at Hadleigh is very high; so good and competent men are unwilling to go there, and such a place is run under very great disadvantages. There are obvious drawbacks in a thing of that sort being carried on by the State. In the first place, you would miss the personal enthusiasm of the workers, the influence that people in the Church

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Army and in the Salvation Army exercise from their keenness for the work. You cannot get that out of the very best officials. There are many considerations which lead to the conclusion that the establishment of a voluntary colony by the State is out of the question. That was the view which that Committee took, and in their Report (page 260) there is a string of objections to any such scheme.

589. You spoke of Hadleigh as not being a paying establishment; was that owing to the incapacity of the men who are working there?—I did not intend to suggest that Hadleigh was exceptional in that respect; I rather meant to state the difficulty generally.

590. That is a great difficulty?—Yes. I did not mean to individualise that place, because I did not desire to go into a contested question.

591. No doubt we will have evidence in regard to that. I suppose you would say that you must have capable men to make the place at all self-supporting?—You must.

592. That is obvious?—And then, of course, there is the objection that a State-supported institution at which any body may claim employment would be a sort of compliance with the socialist demand that the State should provide labour for everybody. It was tried in Paris in 1848, and nearly everybody is agreed that that is a demand which cannot be satisfied without disturbing the whole relations between capital and labour. Then there is rather a difficulty in providing for the wives and families of the colonists, if they have any. Most of the tramps, I think, have not wives and families, but some have, and you cannot conveniently provide for them on the farm. On the other hand, there are certain difficulties and dangers in a colony consisting only of men.

593. Have you anything more to say on this point?—Well, there is just one more remark I wish to make on the voluntary labour farms. I have said the various institutions of the Salvation Army at Hadleigh and elsewhere, and those of the Church Army and of the Society at Lingfield are, no doubt, doing very useful work. There is, however, enormous difficulty in ascertaining their effect on the subsequent career of those who go through them. What we really want to know is what individuals were in those institutions on, let us say, the 1st of January, 1902; how many of those individuals were gaining their own living in more or less permanent places on the 1st of January, 1904. The precise figures are doubtless not easily attainable. But it is no use to be told that a certain number obtained places unless we know how long they kept them; we want from all these institutions, if possible, a distinct statement supported by good evidence as to how many individuals who were there two years ago are now not on the tramp, or in philanthropic colonies, but earning a living. Till we get that, I do not believe we shall be able to form any trustworthy conclusions.

594. What is the effect of the Army short-service system on vagrancy?—As to the short-service system it has very often been alleged that it has a considerable effect in increasing vagrancy. On the other hand, it has been urged, with a good deal of force, I think, that it is the man with a wandering turn of mind that enlists. If he did not enlist he would be on the roads for his three years, or his five years, or his seven years, and at any rate he is taken away from the roads for that time. I believe that this is so much gain, and that the habits of discipline that he acquires tend to keep him off rather than on the roads. The system of gratuities on discharge is often blamed. Some men are perfectly reckless; they spend in drink however many pounds they get, then they go on the roads, miserable creatures, perhaps for the rest of their lives. But probably if they had not gone into the Army at all, although they would not have had this particular big drink, they would have been on the roads, they would have been living more or less on the public. I very much doubt whether the short-service system has any considerable effect in adding to the gross number of vagrants; but that is a matter of speculation.

595. Are you at all prepared to give an opinion as to what proportion of the general body of tramps are men who have been in the army?—There were returns as to that in 1897 and 1898.

596. (Mr. Davy.) There is a tendency on the part of tramps, is there not, to say they are old soldiers?—Very considerable; they are "old soldiers."

597. (Dr. Downes.) In the statistics of vagrancy you handed in, there is rather a large drop in the numbers in 1900. I do not know whether you have formed any opinion with regard to the cause of this drop?—As far as one can tell that was due to the war. An enormous number of able-bodied men went to the war and tramps took their place to a certain extent, and some tramps went to the war. I knew a workhouse porter who was a reservist; when he got down to the place of shipment he found in his company four or five men whom he recognised as casuals. They were reservists, too, and were taken away from the road for the time. No doubt the war was the cause of the extraordinary drop in 1900.

598. (Chairman.) And also it was a very good year for employment as well?—Yes, that was so.

599. Now, as to the cheapness of the present system?—It is not, of course, as a casual but as a beggar that we really object to the tramp. No conceivable system could make him cost less than he does, I take it. His food costs extraordinarily little, and although his lodging has cost something, there it is; and no change of system, requiring bricks and mortar and fresh capital expenditure, could possibly effect an economy. Of course, some other system may suppress the beggar more than he is suppressed now, and so save the pockets of the public, but as regards expenditure from rates and taxes you cannot have anything cheaper than the present system.

600. And you have already told us that there has been a considerable improvement in his bodily condition, his cleanliness, and so on?—Very considerable.

601. So that in that way at any rate the system has been successful?—To that extent certainly.

602. (Sir William Chance.) You told us that reduction of vagrancy would be caused by a general adhesion to the Order of 1882, plus the cell system?—Yes.

603. Well, are there not very few workhouses in the country which have the cell system?—I would not say very few.

604. There are over 600 casual wards altogether. Now is it not a fact, that except in large towns, a very small proportion have the cell system in force?—Large towns usually have it, and in some counties it is pretty general. In Somerset, for instance, more than two-thirds of the unions have tramp cells. The difficulty is with remote unions where they scarcely have any tramps.

605. That is exactly what I am coming to. Your idea would be that the cell system should be introduced universally; that would mean a considerable increase of expense on the present system?—I would not go so far as that; I would suggest that with regard to detention, the exceptions of the Order should be swept away, that the guardians should be required to detain everybody—with an exception that I will specify directly.

606. Then you would like to qualify your previous statement by saying that the cell system need not necessarily be introduced in every workhouse?—Not in every workhouse in the kingdom.

607. There are, as a matter of fact, some casual wards existing which hardly ever see a vagrant during the year?—Which, at any rate, see very few.

608. And generally, I believe, the casuals follow the high roads?—Yes.

609. They do not go into the bye roads to visit out-of-the-way workhouses?—Not at all.

610. (Mr. Davy.) The modern vagrant ward is very expensive to build, is it not?—It depends on how much the contractor, and the various engineers and the architects, and all those people want to make out of it. I have some information as to the cost of cells. I have a table with which the Architectural Department of the Local Government Board has supplied me, and which has all sorts of sums as the cost in different unions. Of course it depends very much as to what are the arrangements, in addition to the actual cells; whether, for instance, disinfecting chambers have to be provided. That is a very important thing, both for drying and for disinfecting tramps' clothes. Some of the best disinfectors will do the two things excellently. Another point is whether there is an association room so that tramps are not entirely kept in their cells, but can sit together on Sundays and

for meals; and other extras not of primary necessity, which are put in in some unions and not in others.

611. (*Mr. Simpson.*) All plans either for additions or alterations, or for new buildings at workhouses are subject to the approval of the Local Government Board, are they not?—That is so. In this table apparently the highest cost is at Poplar. Poplar built cells for fifty-nine men, and they had a heating apparatus, disinfecting chamber, including laundry, oakum store, drying room, attendants' room, office and kitchen; cells on two floors; that was for a big number, and the cost of that was enormous. It was £13,600; it worked out at £231 a cell.

612. (*Mr. Davy.*) £231 per head?—Yes. Then by way of contrast I asked for a few in my district, and I find here £76 a head, £33 a head, £44 a head, although for small numbers. It is always much more expensive per head to build for nine or ten people than to build for eighty or ninety. Axbridge was £76 a head, excellent cells, with disinfecting chamber, drying-room and heating chamber. Exeter, £33 a head. It is extraordinarily cheap there, but then they had a boiler house already, and I think also a disinfecter. Barring that, the whole cost was about £33 a head. Shepton Mallet, an excellent block of cells, with heating chamber and so on, £44 10s.; Tavistock, £33; Williton, £60; Taunton estimated at about £60; I could not get that out separately because other alterations were made to the workhouse, and there was not a separate contract for the tramp wards. They reckon them at somewhat over £60 a cell; Yeovil, £54 a cell; Plympton was £96 per head, but that includes various items, such as a padded room, not really intended for casuals; and Wells £117 per head. There they did the thing very well indeed, and that is the only one that has touched £100 in all my district.

613. But I put it to you whether those are not exceptionally low?—They are those that have been done in my district.

614. Due perhaps to the vigilance of the Inspector?—No; the guardians themselves have been mainly responsible.

615. Owing to the poverty of the district?—Owing partly to the fact that building is extremely cheap in the West of England.

616. But, as matter of fact, vagrant wards are very expensive, or have been very expensive?—I do not believe you need spend more than £100 a cell, at any rate in the country.

617. I will ask you, is it possible to get cheap vagrant wards approved?—All those cases in my district have passed the Board's Architect, who has approved the plans.

618. (*Chairman.*) With regard to expense, does the cell system necessitate more overlooking?—I should not say so. There is a spy hole to each cell, through which a man can always be seen.

619. (*Mr. Davy.*) Each cell is provided with a bell, is it not?—Yes.

620. And when the tramp rings his bell the attendant comes at once?—Yes.

621. (*Sir William Chance.*) Have you the figures of the cost of establishing casual wards in other unions in London; have you got St. George's-in-the-East, for instance?—St. George's is not included in the table which I have here.

622. I mean in fairness to Poplar I think we ought to have the cost of some of the other London unions; but, is it not a fact as accounting for the great cost of the casual wards in London that they are thrown upon the Metropolitan Common Poor Fund, while in the country the cost is thrown on the individual union?—I believe the delight of spending other people's money has been very much appreciated in London, as elsewhere.

623. (*Mr. Davy.*) Now, having spent a very large capital expenditure on tramp wards, is it not the fact that any change in the system would render that expenditure practically useless?—Any change that would render those tramp wards useless would be the throwing away of large capital expenditure, and would necessitate the expenditure of fresh capital in some form in the future.

624. Tramp wards, as a rule, are not available for any other workhouse purpose?—No.

625. Then what is your opinion as to the transfer of the system to the police?—On this point, as on others, any opinions which I put before the Committee are entirely individual and not necessarily those of my Department. Of course, if we were beginning again I imagine that we should put the tramp under the police, because it is mainly *qua* vagrant and not *qua* pauper that he has to be treated; but we have got all the paraphernalia, and we have expended the money on casual wards, and probably the Committee will take the view that Lord Kimberley took in 1871; that so much had been spent in establishing the system in connection with the Poor Law that it was impossible then (and it would be much more costly and much more difficult now) to transfer it to any other body.

626. Then I take it you would say that the best system would be a thoroughly harmonious working between the police and the poor law authorities—keeping an eye on the undesirable tramp, and helping the deserving man as much as possible?—Quite so.

627. If you could get a thoroughly harmonious working between the police and the poor law authorities that would be in your judgment the best method of dealing with the vagrant question?—I think a great deal might be done in that way.

628. (*Sir William Chance.*) Would it not be possible, if vagrants generally were put under the police, for the police to make use of existing casual wards for the reception of persons of this class?—It would be very difficult, I think, especially when you consider the question of supplying food, clothes, and so on; in so many respects there are points in which the poor law people must have to do with the tramps. It would be very interesting to see any scheme that would provide for that, but I doubt whether it would be practicable to make wards at the workhouse virtually a branch prison in charge of the police.

629. If such a system were introduced, a certain number of *bona fide* wayfarers might be able, by means of the casual wards, to work their way to where they were going to find employment?—Yes.

630. I mean is it quite right to dismiss absolutely the suggestion that they might be used under another system, if the police were brought more into the matter than they are at present?—It is conceivable that something of that sort might be done; I could not see my way to it.

631. (*Mr. Davy.*) Have you any unions where, as a matter of course, the constable comes and looks over the tramps?—Not within my knowledge; not regularly.

632. (*Mr. Simpson.*) Apart from capital expenditure, is it possible to form any estimate of the cost of maintaining the tramp wards?—I do not think so. The aggregate cost is very small indeed. The food, as I have already shown, is only something under 6d. As to the Exeter workhouse, I got out some actual facts the other day. There is accommodation for between thirty and forty tramps; the interest on money spent on the casual wards is something under £60.

633. (*Chairman.*) The yearly interest?—The yearly interest, and repayment of capital.

634. (*Mr. Davy.*) It will work out in thirty years, I suppose?—Yes. Then the porter and portress are employed during the whole of the day on other duties; but they let in the tramps and look after them, so we may reckon half their salaries and allowances—£46. Then there are a few expenses, of course, for warming and for clothes which occasionally have to be supplied. But the total expenses in addition to those of the workhouse proper are so small that really they are scarcely worth considering.

635. (*Captain Showers.*) What would you consider the duty of the police as regards the tramp?—The police have only the responsibility for carrying out the Vagrancy Act at present. I should like to see specific relations established as regards other matters.

636. Suppose you had a system of way-tickets and food tickets; what time of the day do you consider these tickets would be asked for?—The way-tickets would be granted by the police at the place of starting; the food tickets would be given each morning on discharge from the workhouse.

637. What meal would a food ticket entitle a man to?—

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A mid-day meal at some place some distance from a workhouse, as has been arranged in some counties.

638. He would have to apply to the policeman, then, let us say, some time in the morning?—At a time more or less when he wants his food. The workhouse master will say: "You are going such and such a route; there is a police station seven miles off"; and would give him such a ticket as would enable him to get some sort of meal at that police station in the middle of the day.

639. A police station would be quite right; but it would be rather a hardship upon the individual policeman to have a tramp come to his house for a food ticket in the morning when he would be having his sleep?—I do not suggest that.

640. (*Chairman.*) What is your view of granting tickets on local tradesmen?—I much prefer the ticket being issued by the workhouse master for a meal of, let us say, bread and cheese, at the police station.

641. What have you to say about the statement that only a portion of the vagrants are in casual wards?—Of course, the difficulty that has to be met is, that at present rather less than one-third of the vagrants are in casual wards; that if you make restrictions in casual wards too irksome you will drive the tramp to the common lodging-house and he is under no control there, and the enforcement of sanitary precautions is much more difficult; or to prison where you already have got more tramps than you like. You want, of course, to facilitate as much as possible the movements of working men, and no doubt these movements have become in modern times much more frequent in consequence of the fluctuations of labour and of seasonal variations in different trades. Particular trades have nothing to do in the spring, and other trades have a great deal to do in the spring; and in these seasonal variations only the best men are kept on while the worst men are thrown out—the men who are most likely to become tramps, and they wander in search of labour. Of course, a very large proportion of working men belong to trade unions; all the best of them do. There is a blue-book of the Board of Trade which tells us that a large number of trade unions grant travelling allowances. And practically most decent working men, if they cannot get a travelling allowance from their trade union, have got somebody to assist them. If their labour is much wanted at a given place, the master would help them to get there, or somebody will lend them sufficient for travelling expenses; so as to the good class of working men, I take it, there are very few, except in seasons of exceptional depression, that are obliged to resort to the casual ward.

642. Have you thought out whether there could be any practicable scheme of placarding in the various workhouses information as to whether and where work could be got for the various operatives?—I think that might be very useful.

643. If there were such information published on the walls, or on a slate in the workhouse or the police station, it would be a great assistance to the honest tramp who was really in search of work?—Yes, I would like somehow to extend the system of labour bureaux. On the other hand, you would probably sooner have your bureau not at a workhouse, which would give it a sort of *quasi*-pauper tinge, but elsewhere. However, any arrangement of that sort at workhouses would be useful in the rare cases where tramps really want work, for it would tell them where to get it.

644. (*Captain Showers.*) It is suggested that tramps are perfectly ready to work and can work, but that they cannot get employment while they are clothed as they are. Do you think there is anything in that?—Something.

645. I mean to say, a bootmaker, for instance, might not be taken on, because he is in such a ragged state?—I have no doubt there are some genuine cases like that. But, after all, there are very few industrious men who would not be helped to old clothes if their wants were made known.

646. (*Mr. Davy.*) I gathered from your previous evidence that you did not think that there was any considerable number of what is known as the honest wayfarer in the ordinary tramp wards?—Very few indeed in ordinary times.

647. Would you make any exception in their treat-

ment, at the discretion of the workhouse master?—I am coming to a suggestion which I may put before the Committee in which in my own particular opinion there are some possibilities at any rate. In the first place, I would have the diet uniform and with no alternatives. One thing I feel sure of is that people generally will always recognise some force in the present objection that a man gets better fed in prison than he does in the casual ward, and he ought to have enough food to work upon. So I should somewhat level up the feeding in the casual ward. It is not for me to say whether the prison diet for short term prisoners can to any extent be levelled down to meet it, but that is a matter which will no doubt be considered. Then I should like to see the work made so far as possible uniform, not necessarily in character but in the degree of exertion and the time occupied; and I would have no piece work, but time work, so to speak. I quite admit that there is convenience in saying that a man must do so much work; and that it might be in certain cases more difficult to prove negligence, before magistrates, if you do not have a task; but on the whole I should like time labour. As to its character, the guardians might have a fairly free hand, and I should like to see the introduction of some work suited to persons of low physique. At present the task is very often grotesquely exaggerated in newspapers, and we find comments on the wickedness of making a poor weak man break so many hundredweight of stones. Sometimes the magistrate goes and hammers stones for half an hour and finds a great difficulty in breaking them; and he goes on the Bench and he describes what he has done, and his personal exertions and all that sort of thing, and the poor man is discharged, generally with his tongue in his cheek. To my mind there is a great deal more consideration shown by workhouse masters and superintendents of tramp wards than people believe: I mean a weak man is not set to do the whole task; a weak man is very often set to easy jobs, but of course that depends on what sort of man the workhouse master is. I would, however, take away the discretionary power of discharge now possessed by the guardians and the master. I would keep all casuals not provided with tickets for the prescribed time, the two nights; or in the case of two visits within a month, the four nights. At present the master is allowed to discharge a man if he says he is going to work. Well, they all say they are going to work; and he has got to satisfy the master. But I would not have the master satisfied by anything short of a ticket bearing evidence that the man is a genuine worker. If a man at present wants to tramp through the country and if there is no exception made, what happens to him? Well, he has three days a week to himself. He says he wants to look for work, it is very hard if he cannot look for work; but it is not an unreasonable condition to my mind that he should spend three days a week in working for the guardians in return for his board and lodging, and three days a week in looking for labour. If he is going through the country at the cost of the public, it seems fair that he should work half his time for the public. That is all that the present system would do, if there were no exception at all; but I would make it even better for him to a certain extent in this way: I would give him a ticket which would allow him to do only four hours' work, but I would hedge round the grant of that ticket with considerable precautions. I would not grant it on any statement of what he is going to do; but I would grant it on evidence of what he has done. Find out whether he is a worker and whether he really wants work. Find out whether he has worked in order to entitle him to such a ticket as I mention, which it seems to me should be granted by the police of the place where he has worked; and let the case be first thoroughly investigated. Of course, the difficulty of identification comes in to some extent. There might be sales of tickets from one to the other; there might be difficulty in identifying the legitimate owner of a ticket, and so on, but I imagine that that is to be got over, that you might have such a description of the man as would identify him. I do not know whether you could actually take steps to bring photography in, but you might have such a ticket in these exceptional circumstances (for they would be exceptional) as would identify the man and the ticket; and with it, instead of being detained two nights, he should be able to go through the country without detention; to sleep at the workhouse, to have supper and breakfast; in the morning to do a task which should not be for more than four hours; and

then go on, so that he would have, bar the four hours, all his time for looking for work. I would let the ticket be issued only on a proof that he was a working man, and I should like to see a thorough machinery established for that. Of course, the first outcry would be: "Is the British working man to have discharge notes, and is he to carry passports and papers about with him like a wretched foreigner?" That would be the popular outcry. But the answer to that, it seems to me, is this: We do not want him to do so at all; he need not carry anything; he need not get any papers if he does not want special treatment; if he does not desire one of these tickets, we will keep him going through all the country as we keep him now; but he will have to work three days a week. If, however, he chooses to get evidence of his being a worker, not a loafer, in that case we will not detain him, and we will make it easy for him.

648. How long will that ticket last?—A limited time, I should think. Certainly not more than two or three months.

649. And who would be the first giver of the ticket?—Somebody at the place where he had been employed.

650. The employer?—A certificate of employment, if duly authenticated, might suffice.

651. Would not the effect be that that ticket would be a certificate which would entitle the holder to demand alms; would it not be a very useful instrument for mendicancy?—But if it had to be authenticated by the police, they would not grant it to a mendicant.

652. No; but if it is granted by the employer?—I suggest that it should be either granted or authenticated by the police who should make inquiry of the employer. If the employer would not give a discharge note with the necessary particulars, the police should ascertain the facts and grant a certificate to the effect that A. B. (fully describing him) has been employed at X's factory from such a date to such a date.

653. Are you a believer in the maxim, "Once on the road always on the road"?—No, not quite. Of course, a man who is beer-sodden, especially when he comes on the road rather late in life, never gets off it; but there are men who do a bit of tramping in which they are really in search of work, especially at times of depression. Now, my scheme would meet that point. Suppose a man is discharged from a factory at Southampton, he hears there is work at Bristol, he wants to make his way there. I should like some sort of evidence that this man has been working at Southampton for a particular time, and if he gets this evidence in the form of a ticket, I would let him go from workhouse to workhouse with only four hours' detention daily.

654. You do not think there would be a danger that that man, who when he started really was a searcher for work, would degenerate into a vagrant?—I do not think there would be any additional difficulty; I think it would facilitate his looking for work.

655. Do you not think getting familiar with the vagrant wards and associating with vagrants would have a detrimental effect on his character?—Possibly; but then the best men would probably not avail themselves of this; such few working men as now tramp really in search of work would be better off because they would not be hampered by present restrictions, and I would make exceptions only in that form.

656. Do you not think the truest kindness to a man on the road is to get him off it somehow by deterrent means?—No doubt that is so.

657. And have you not urged on boards of guardians the necessity of strictness; and are you not constantly met with instances of supposed hardship to honest wayfarers?—Yes.

658. Is it not one of the most notorious examples of the Poor Law maxim that the exception becomes the vicious rule?—Yes, that is one reason against the present exceptions authorised by the Order.

659. In fact, the hypothetical wayfarer in search of work prevents a proper administration as regards the others?—Yes; but then my plan would be to separate the two. I do not care twopence about what the man who has not been working says he is going to do; what I want is proof as to what he has done, and that is the evidence which seems to me to be the best plan of dis-

criminating between your professional tramp and your man who is really in search of work.

660. The first part of your scheme is that the exemption should be granted by somebody other than the officials of the workhouse?—Other than the officials of the workhouse.

661. (*Sir William Chance.*) These are very exceptional cases to which you refer. As a rule a man who wants work can make his way to any centre he likes in the ordinary way by rail; it is very cheap?—Yes.

662. His trade society would pay his fare?—Probably, if he belongs to one.

663. Is it not rather a dangerous thing to introduce the way-ticket system for a very limited class. It implies considerable expense—the expense of keeping him in the casual ward. If he satisfied some charitable agency or the police that he was actually *bona fide* in search of work, and that he had not the means to go where he hears there is work, would it not be cheaper that they should pay his fare to the particular place?—The best men would usually apply to their trade union or to some private source, but when there is great depression of trade, there is a certain number of men who are in search of work and who have no such resource. For those my change would give greater facilities, since at present they may have to depend on the will of this or that workhouse master whether they are or are not to be exempted from detention. I would cut off all the exceptions, and say, "You shall not make any exception whatever on the ground that a man is in search of work, unless he produces evidence in the shape of a ticket obtained in this particular way from the police of the place where he has worked. In that case only will you do what you do now. At present you make exceptions with regard to casuals who say they are working men when they are not; then you would only consider them working men when they produce evidence of it."

664. (*Mr. Davy.*) You would make your ticket holder do some work?—Yes.

665. When would he do it?—In the morning.

666. How long would it take him?—Four hours.

667. Till eleven o'clock?—As at present in the case of the man who is detained only one day.

668. Would you not have the same complaint that you used to have, that 11 o'clock is too late to go out to look for work?—He has got most of the day before him. I would not suggest dispensing with a task altogether.

669. At present we are depending a great deal on the discretion of workhouse masters?—That is so. That is what I want to abolish.

670. Now, when you first became an Inspector were you not struck by the kindness of workhouse masters as a body?—When I first became an Inspector and ever since, I have been struck with the humanity of workhouse masters and workhouse officials generally. The rubbish that is talked about their cruelty is contrary to common sense. Why should they be cruel?

671. Would not any harshness on the part of a workhouse master be extremely unpopular with the guardians?—Extremely.

672. Do you not find it so in your experience?—Yes; they inquire into any case and question the workhouse master on the slightest suspicion. There is nothing upon which they are so keen. I have known a workhouse master perfectly kindly as well as capable, who has been hauled up on some accusation ridiculous on the face of it; but he has been called to account and examined; and the whole desire of the guardians has been evidently to treat with great indulgence every complainant. That has happened over and over again.

673. (*Mr. Simpson.*) You think that feeling does lead often to an undeserving tramp being treated too indulgently?—Very often; I think the great fault at present is that an enormous number of exceptions are made. In point of fact, people are treated as in search of work who are not in search of work, and that is one thing which I want mended.

674. (*Mr. Davy.*) The only exception you would make would be in the case where a ticket was granted by a recognised authority?—Yes.

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675. (*Captain Showers.*) And when you find a very strict disciplinarian in the shape of a workhouse master, the tramps give that workhouse the go-by?—Very often. I know on a special case of that sort.

676. (*Chairman.*) The police could probably greatly assist your scheme of the way-ticket by means of telephonic communication or otherwise: they would thus have the means of identifying the tramp and of preventing him giving a false account of himself?—Yes.

677. If he were obliged to report himself from station to station, the police by telephonic communication would be able to convict him if he were making a false statement as to his position?—Yes.

678. Do you think there would be any difficulty in separating the vagrants into three categories: first, what I should call the criminal class, that is the men who can work and will not; secondly, the men who would do work if they could get it; and, thirdly, the incapable men from age or otherwise?—Yes, there are all those three classes; of course also border cases, but those are, no doubt, the broad divisions. Whether you could ever make your regulations so as to apply differently to each of those three classes, I do not know. I have great hesitation in suggesting the possibility of making different regulations except as regards the one class, the class that has shown that it is working.

679. Take the first one; if they do not quite, they narrowly approach a criminal class?—No doubt.

680. The second, there is no criminality about them at all, it is from no fault of their own that they cannot get work?—Yes.

681. The third is the class of incapable men, from age or otherwise?—Yes.

682. (*Mr. Davy.*) Would you detain all women?—Yes, I think so.

683. Do you ever have women say to you that they like the rest in the workhouse?—Yes.

684. They want to stay the two days?—Yes.

685. Do you ever have complaints that tramp women have a difficulty in getting into the workhouse?—Only once that I remember.

686. That would be a great hardship, would it not?—A great hardship. If I found a workhouse master repelling women, I have great doubts as to whether I should not ask my Board's leave to hold a formal inquiry whether he should not be turned out. In the one case to which I refer they did, at my instance, give the master the severest possible censure and even threatened him with dismissal.

687. Yet, strictly speaking, the workhouse master can only admit them on sudden and urgent necessity?—Yes.

688. (*Chairman.*) Can you at all account for the smaller number of women than men as vagrants, having regard to the ordinary numbers of the population, male and female?—Well, I suppose, one thing is that a good many of the tramps have deserted their wives, and of course it is much easier for a man to tramp than for a woman to tramp, and I believe it is almost the universal experience abroad, as well as in England, that the men tramp and not the women.

689. It is a remarkable fact that there are so very few women on the road compared with men?—Yes.

690. I suppose it would be very difficult to establish what has become of the women?—Yes. I fancy that a great many of them are deserted. Some men never marry; a man takes to the road early, and he has different relations with different women in turn, and he never settles down and marries, but goes on tramping.

691. (*Captain Eardley-Wilmot.*) What is the proportion of ordinary inmates of the workhouse; are the women more numerous than the men there?—There are about a third more men than women in workhouses.

692. (*Chairman.*) Is there anything you would like to add by way of summing up?—I do not think I have anything else that I need bring before you. As I understand, anything as to my report on Swiss vagrancy will be deferred to some future time.

693. (*Sir William Chance.*) Is it not a fact that the large mass of the people who resort to casual wards are professional tramps?—That is a fact, no doubt.

694. Is it not a fact that if one could get rid of casual almsgiving all over the country, that class of vagrant could not exist; I mean to say he could not continue travelling by the road; he has got to get food and money to pay his way?—Yes.

695. If that almsgiving could be stopped would there not probably be four courses left for him; he would either have to work, or he would have to steal, or he would have to go into the workhouse as a destitute person, or he would have to come into the army of the unemployed?—Yes, no doubt.

696. If he were destitute he would be taken into the workhouse; if he went to work it would be very advantageous to him; if he had to steal he would fall into the hands of the police, which would not be a bad thing; if he were driven to join the unemployed, then the question of labour colonies would come in?—Yes.

697. But I suppose it is your opinion, that, if it were not for this private casual almsgiving, the professional vagrant would not be able to live on the road?—I think he would vanish.

698. Does not a large amount of that support which he gets come from the poorer classes?—Yes; and that is one of the great difficulties.

699. He gets a good deal of that support by threats in out of the way places?—Sometimes almost by force.

700. A man will be away from home at work, and the tramp will go to his cottage, and if he is not given anything at first he will threaten and get money in that way?—Yes.

701. He gets a large amount of alms by threats?—There is no doubt. I believe the main amount comes in pence and halfpence.

702. (*Mr. Davy.*) What do you put the earnings of an ordinary tramp at?—I have heard them stated at from 2s. 6d. to 5s. a day, but there was one tramp a little while ago in the West who made 12s. 6d. in a day. This fellow said his brother was seriously ill, and he carried about a letter addressed to his brother at a distant place, and he begged a stamp for the letter. He went to 150 houses scattered about in different places; at only three or four houses did he receive refusals to give him a stamp to write to his dying brother, and he got over 12s. by the haul.

703. (*Chairman.*) If a man knows that on conviction for vagrancy, say on a third conviction within a certain time of the first, he would go to prison for three months, do you not think that would have a considerable deterrent effect?—Very considerable indeed. The Vagrancy Act provides amply for cumulative penalties, but, unluckily, the magistrates never impose them.

704. If magistrates could be induced to take that course, it would be highly deterrent?—Undoubtedly.

705. (*Dr. Downes.*) You have laid much stress on uniformity of treatment, uniformity of dietary, uniformity of work, and uniformity of detention. Do you think that an Order of the Local Government Board would be sufficient to ensure the greater uniformity that you desire?—There might be exceptions, no doubt, at some very small places. They do not care very much for Orders or anything else, and they feed the man with what happens to come handy; but if a general Order required that a man was to have so much bread and so much gruel for breakfast, and so much (whatever you fixed) for dinner, and so much bread and so much broth for supper, I have no doubt that all the big unions, broadly speaking, would carry it out exactly, and even the little ones would carry it out substantially.

706. (*Chairman.*) In the last resort at any rate you could have legislation?—Yes.

707. (*Mr. Davy.*) It would be much easier to enforce uniformity, would it not, for time work than for piece work?—I think so.

708. You would get rid of the difficulties with regard to the quantity of stones and so on?—Yes, that is what specially struck me.

709. Do you think you would get convictions?—I think you would get more than you do now perhaps.

710. (*Captain Showers.*) And longer sentences?—Very likely.

711. (*Mr. Davy.*) We want to know how you would secure uniformity of detention?—I would detain everybody.

712. Everybody?—Everybody without one of the tickets; everyone else I would detain for two nights and a whole day, and make them work.

713. Would it be your duty in going round a workhouse to see whether that had been carried out?—I think so.

714. If everybody had to be detained, you could ascertain whether there were any exceptions?—Quite so. I would not give workhouse officials power to make any exception whatever. I would require them to have regard to the capacity of the individual with respect both to the description and the amount of the work to be done, but the time of detention should be unalterable.

715. If you had no exceptions you could enforce it?—That is so.

716. Then the Board could enforce that, could they not, either by dismissing the master in case of refusal to detain, or by the process of law in case the guardians were recalcitrant?—Quite so.

717. (*Chairman.*) I think I understand from you that your idea is that the ticket should be a police ticket granted by the superintendent or inspector of police at, shall I say, the town of origin. I will give you an idea of my own: say the man has been at work at a shipyard at Hull; the shipyard gives up work; "Now," he says, "I will go on to Middlesbrough, or to the Tyne, and see if I cannot get work at some shipyard there." He goes to the superintendent of police at Hull, he gets a ticket from him, noting that he is going, we will say, to Middlesbrough, and he then can with the ticket call at police station after police station, and if you like, have it viséd, stamped as he goes on, and then he comes to Middlesbrough. If he finds he cannot get work there, he has got his police ticket showing he is honestly in search of work, and it would be renewed at Middlesbrough and he would be passed on to the Tyne?—Yes, except that my own notion was not to require renewal, but let a ticket be in force for say three or four months, and that he should be able to go to a workhouse for a single night and be discharged after four hours' work next morning; that on discharge he should (like other casuals) receive a ticket for a mid-day meal at a police station at a distance.

718. This would involve a mid-day meal?—This would involve a mid-day meal, but to my mind a mid-day meal is a necessary corollary to proper detention and adequate work. If you make the man do a good hard day's work and detain him a certain time, then you must feed him in the interval of going on, and a mid-day meal is, in my opinion, desirable.

719. (*Mr. Davy.*) The ticket will not be given by the police except on evidence?—Except on evidence of what he has done.

720. Evidence that he had been employed recently?—That he had been employed recently for so long.

721. It would be necessary, would it not, to have that given with a good deal of care?—With great care.

722. By a very responsible person?—Undoubtedly.

723. Do you suggest the chief constable?—At any rate somebody in a sufficiently responsible position in the police force to make certain that the ticket would not be granted without thorough verification of the facts.

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724. (*Captain Showers.*) That would entail the constable going to the place where the man said he was employed and finding out if he had been employed and giving him a ticket?—Yes.

725. (*Mr. Davy.*) A ticket would entitle him to a bed at the workhouse and an evening and a morning meal?—Yes; and the workhouse master would give him an order for a mid-day meal at a police station.

726. (*Sir William Chance.*) The possibility of detention depends on the possibility of accommodation being forthcoming?—That is so.

727. Now how would you meet this difficulty; as we know happens very often, there are large railway works going on that attract people from all parts of the country. The consequence is you have an inrush into particular casual wards. Now, is that not liable to upset your arrangement for two days' detention; how would you deal with it?—Well, there is the possibility of that in the present arrangements in individual places. Of course you cannot meet that absolutely, but a good master can generally improvise accommodation. I have often said, "Have you given any tickets for the common lodging-house this half year?"—"No, I never do that, I find them a place somewhere here. I have got a vacant sort of shed place, I manage something." No doubt those exceptional cases will be always difficult to deal with, as they are now.

728. (*Mr. Davy.*) The tramps who rush to places where there are works are not workers as a rule, but hangers on to the workers?—That is so.

729. (*Dr. Downes.*) Is there not a possible difficulty in getting the boards of guardians to provide suitable accommodation?—Now and then. But one difficulty is this. I scarcely know one board of guardians that is not clamouring for uniformity. When I say, "Really, I think you ought to build some casual wards here" their answer is, "If every board of guardians has to do it, very well; but what is the use of our building casual wards when at the neighbouring workhouse they do not detain, they do not do anything." "Well," I say, "defend yourselves," but they always harp on that one string of uniformity. No doubt there may be difficulty with some small workhouses, but when you have uniformity of treatment and detention (though not necessarily in cells) everywhere, I think there will be much less difficulty than there is at present in persuading guardians to make the necessary arrangements. Of course now we can force the guardians to do it, but it is *brutum fulmen*. The Act is never appealed to; we have never forced any board of guardians to build cells for casuals as far as I know; we have recommended them and advocated them.

730. (*Chairman.*) I should like to say, Mr. Preston-Thomas, that the Committee are much obliged to you for the valuable evidence you have given.

Major E. G. CLAYTON, Secretary to the Prison Commissioners, called; and Examined.

731. (*Chairman.*) Major Clayton, you are the Secretary, I believe, to the Prison Commissioners?—I am.

732. Will you kindly give us some evidence as to the dietary in local prisons; when was it changed and when was the existing dietary instituted?—The existing dietary was instituted in consequence of the recommendations of the Committee of which you were Chairman.

733. Would you kindly give us the date when the change was made?—The old Class 1 and 2 diets were abolished and the new A and B diets introduced on the 21st April, 1899. It was immediately after the Report of your Committee, which was signed in December, 1898. The Report was so strong regarding Class 1 and Class 2 diets that the Secretary of State issued a new rule almost immediately and they were brought in at once.

734. It might be perhaps useful to know what the changes in Class 1 were; we might get that on the notes,

I think?—Class 1 diet on the old scale—you want now to deal with men only—was: breakfast, eight ounces of bread; dinner, one and a half pints of stirabout; and supper, eight ounces of bread. That was the diet for seven days. The new dietary that was introduced on the recommendation of your Committee, now called Class A, is, for men, for breakfast, eight ounces of bread and a pint of gruel—that was an addition of a pint of gruel for breakfast; for dinner on Sunday, eight ounces of bread and a pint of porridge; on Monday, eight ounces of bread and eight ounces of potatoes; on Tuesday eight ounces of bread and one pint of porridge; on Wednesday eight ounces of bread and eight ounces of suet pudding; on Thursday eight ounces of bread and eight ounces of potatoes; on Friday eight ounces of bread and one pint of porridge; on Saturday eight ounces of bread and eight ounces of suet pudding; and supper daily was eight ounces of bread and a pint of gruel.

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Major E. G. Clayton. 735. The principal alteration being the addition of the gruel morning and evening ?—And the variety of the dinner.

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736. Do you know, Major Clayton, what the difference in cost was in that particular diet ?—No, I am not aware what it was. The difference between the two diets is shown concisely in your Report.

737. Then with regard to the other dietaries ?—No. 3 and 4 were introduced on the 2nd September, 1901. These did not affect vagrants at all.

738. Or a similar class of men to vagrants ?—No.

739. But, generally speaking, I think the change was to give a greater variety ?—A greater variety.

740. A greater variety and rather more fatty substance ?—And rather more fatty substance. That was the main change.

741. The changes were made on medical grounds ?—They were made on medical grounds. No less than twenty-seven, I think, of the visiting committees of prisons recommended to your Committee that the old No. 1 diet should be either abolished or improved.

742. (*Mr. Simpson.*) That was the diet for the first seven days ?—Yes.

743. (*Chairman.*) I think no alteration with regard to the admission diet was made on a recommendation on our part ?—The admission diet remained what it was.

744. I think we did not propose any alteration ?—You said “We do not recommend any change in the diet on the first day of reception.”

745. The admission diet remained as before ?—Yes; I might point out about that reception diet, that it looks a very good diet indeed as printed, but as a matter of fact hardly any prisoner ever gets any of it but supper.

746. And perhaps you would say what the supper is ?—The supper is a pint of porridge and half a pound of bread.

747. (*Dr. Downes.*) I think that admission diet is in accordance with Standing Order 226 of the 24th January, 1895, in pursuance of a Rule made on the 17th March, 1892 ?—Yes, the Rule giving effect to it was made in March, 1892. I have not looked up the Standing Orders.

748. (*Chairman.*) I do not think much turns upon it; it is only, I think, material to us to know that no alteration was made in the admission diet by our Report ?—No, there was no alteration made.

749. (*Dr. Downes.*) It has been suggested that the admission diet was one cause of the recent increase of convictions ?—It has been in force for a long time.

750. (*Chairman.*) Then, as far as the experience of the Prison Commissioners goes, has the present dietary been satisfactory ?—Yes, it has been reported on satisfactorily by the medical officers.

751. Have you heard it suggested that its introduction has rather led people more to seek the comfort of the prison ?—I have heard it stated in a vague way very often; I do not believe it.

752. (*Mr. Simpson.*) Do you ever find during the first seven days that prisoners return any of the food ?—I do not think they do now; they used to return the stirabout very much in the old days of the Class I diet.

753. What is the difference between stirabout and gruel ?—Stirabout is made of Indian meal.

754. (*Chairman.*) They rather objected to the sweetness of the Indian meal ?—Yes.

755. (*Mr. Davy.*) What was the exact date of the introduction of the new diet: the Class A ?—The exact date was the 21st April, 1899.

756. Will you look at the figures I have here (*see Appendix XVIII.*) as to the number of convictions; take first of all workhouse offences, misbehaviour of paupers. You see the convictions mount from 2,500 in 1893 to 3,300 in 1899, and 3,400, 4,700, and 5,600 in the following years; a very large increase, was there not ?—Not in 1899; it went down in that year.

757. But since 1899 ?—There is a large increase between 1899 and 1902.

758. We have had evidence that during that period there was no change in workhouse regulations. Now,

take begging, which has nothing to do with workhouse regulations; the number of convictions each year beginning at 1893 are 11,000, 13,000, 10,000, 11,000, 10,000, 11,000; then in 1899 the number is 9,000, and the following years are 8,000, 10,000 and 12,000. Quite a large increase, is there not ?—Yes; they have gone back more or less to the first figures.

759. Is there any reason that you can give for the recent increase in number ?—No; I cannot give you any reason.

760. You observe it occurs immediately after the adoption of the new dietary ?—Oh, no, excuse me, I do not observe that; it went down for the first two years after the new dietary was introduced.

761. The change was in April, 1899. From then the numbers go up steadily ?—Which figures are you taking ?

762. Misbehaviour by paupers ?—In 1899 the number was 3,309, which is 108 less than in 1898. 1899 was the year in which the new dietary was instituted.

763. In April ?—In April.

764. It was, therefore, only for part of the year ?—It was for eight months.

765. The next year they come up to 3,400 ?—3,407, the same as they were in 1898, or rather ten less.

766. They then jump up from 3,400 to 4,749 ?—Yes.

767. And in 1902 they further go up to 5,620 ?—Yes.

768. Is there any reason that you can give for that ?—No, I have no reason at all to give you; I do not know why they should go up.

769. Now take the figures as to convictions for begging ?—Yes. In 1899 the total went down from 11,066 to 9,317.

770. And then ?—In 1900 it went down still further to 8,416, when the new diets had been in force nearly two years; in 1901 it went up to nearly as much as in 1898; and about the same as 1897. In 1902 it went up in the large way that the others went up too.

771. To over 12,000 ?—Yes, and even then it is less than 1894, ten years ago, when the prison population was much smaller.

772. Supposing that the new diet were attractive, it would take some time before its attractions were known, would it not ?—A very short time indeed.

773. You think the prison population would know ?—They would know very soon; they know the arrangements in workhouses too; they know immediately they are altered.

774. Have there been any other changes in prison discipline concurrently with this ?—Not concurrently; there have been other changes made since the Act of 1896, and also of course since the Departmental Committee of 1894, which led to the abolition of tread mills.

775. Other forms of labour of the same sort have been abolished too, have they not—cranks ?—Yes, cranks.

776. Cranks and tread mills ?—All unproductive labour has been abolished.

777. So that a short-time prisoner has not got either the tread mill or the crank ?—No.

778. Has he any hard work ?—Yes, he has hard work, certainly.

779. Of what nature ?—Either stone breaking or heavy sack making. Stone breaking he has in some prisons. It varies according to the work there is available in the prison.

780. Stone breaking with a hammer, not crushing ?—Stone breaking with a hammer, not crushing.

781. Is that a task work ?—Yes.

782. So many cwts. ?—Yes.

783. Would that be given to prisoners of seven days ?—Yes, if they were fit for it. I should tell you that 50 per cent. of the prisoners we receive are never certified as fit for hard labour at all.

784. They are examined by the medical officer when they come in ?—Yes, and that relates especially to the class of vagrants and beggars, and people who sleep out and who commit offences against the workhouse regulations. I went into the figures this morning. I find that nearly 50 per cent. are unfit for hard labour.

785. Now take a man who gets seven days; supposing he is convicted on Monday, would he be taken to the prison on that evening?—As a rule, yes.

786. Then on Tuesday?—On Tuesday he would begin work.

787. He would be examined by the medical officer on Tuesday?—He would be examined by the medical officer. As soon as he is certified fit for labour he is told off.

788. About what time of day would that be?—About ten o'clock, I suppose.

789. He would do that day's work?—Yes;

790. And he would go on till Sunday?—He would go on till Saturday morning; he would be discharged on Saturday morning; we do not discharge on Sunday.

791. You do not keep them over the Sunday?—No.

792. Seven days means six days really?—If he is convicted on Monday.

793. (*Captain Showers.*) Then it would really mean four days' work?—Yes, four days.

794. (*Mr. Davy.*) Supposing he got three days, would he do any labour at all?—He would do one day's labour, that is all.

795. And a week's imprisonment means four days' labour?—That is only if he is convicted on Monday.

796. Would a man, even if he were able-bodied, be sent to hard labour, stone breaking or some such work, for the four days?—Yes, certainly.

797. Stone breaking does not prevail in all prisons, does it?—No; the work varies in different prisons.

798. What is the substitute?—There are various classes of labour—hard labour; there is stone breaking, and making heavy coal sacks.

799. Is that hard work?—Yes, it is hard work.

800. Will it make a man sweat?—It would depend on the weather.

801. (*Captain Eardley-Wilmot.*) Coal sack making would be in separation; that is a feature of it, too?—All hard labour is in separation.

802. (*Mr. Davy.*) Well, take a man in for a week, would he be in solitary confinement the whole time?—Yes; separate confinement continues up to twenty-eight days.

803. And his work would be task work?—Yes, according to his capability. If he is not fit to do hard labour the medical officer tasks him himself.

804. (*Chairman.*) The medical officer is, of course, supreme as to the man's fitness for work?—Yes, entirely.

805. Are there any cranks now in use?—No.

806. I thought there were—for corn?—Oh, no, we do not use any now; we have abolished them all.

807. (*Captain Eardley-Wilmot.*) Do you suppose that many men of the tramp class are fit for the crank?—About 50 per cent.

808. That is as much as there ever was?—That is so.

809. (*Mr. Simpson.*) The tread wheel was particularly hard for a man who had any weakness of the heart, because of the position?—I should think it would be, but that is rather a medical question. I am quite sure that no medical man ever certified that a man was fit for the tread wheel who had anything the matter with his heart.

810. (*Captain Showers.*) If a man goes to gaol on Tuesday, he does not begin work really till Wednesday. Sunday, I take it, he does no work whatever; and he is let out on the Tuesday morning?—He is let out on the Monday morning.

811. If he comes in on Tuesday he goes out on Monday morning?—He goes out on Monday morning.

812. Therefore he does no work on Sunday or Monday?—Yes; seven days' labour is practically four days.

813. (*Mr. Simpson.*) Seven days always means four days' work?—Well, yes.

814. (*Mr. Davy.*) The longer the sentence the less would be the number of idle days proportionately?—Yes, proportionately. You see the day of conviction counts as one day, and the day of discharge counts as one day.

815. (*Captain Eardley-Wilmot.*) A three days' sentence is one day of labour to two of idleness really, that is what it comes to?—Yes. *Major E. G. Clayton.*

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816. (*Mr. Simpson.*) But there are a good many formalities necessary for the reception and discharge of prisoners, are there not?—Yes, a great many.

817. It gives a great deal of trouble about their clothing and property, and so on, entering them in a register?—Yes.

818. For instance, two men sentenced to fourteen days give a great deal more trouble than one man sentenced to twenty-eight days?—A great deal more.

819. And of the prisoners who come to prison for fourteen days or less, should you say that tramps form the majority?—I have not looked into that.

820. But there are a very large number for begging and sleeping out?—Yes.

821. For less than fourteen days?—Yes; they are mostly seven days.

822. (*Mr. Davy.*) You have no information as to the sentences given by magistrates—no classified information have you?—No; we are going to get it at the end of this year for the different offences.

823. In the figures I have here, which are taken from the return as to criminal statistics, I see that all the sentences under fourteen days are lumped together?—Yes, they are all lumped together.

824. (*Chairman.*) A remarkable proportion of short sentences to the whole?—Yes, an enormous proportion.

825. (*Mr. Davy.*) The short sentences entail a great deal of trouble on governors and officers of prisons, I suppose?—More in proportion than longer sentences.

826. (*Dr. Downes.*) Can you tell me if the number of prisoners on hospital diet has diminished or been in any way affected since the new dietary has been introduced into the prisons?—I have not got the information here, but I could get it for you of course.

827. Have you any classification as to prison labour, what you would call hard labour, light labour, and so on?—There is only hard labour and industrial labour.

828. Can you tell us what the occupations of hard labour would be; you have given us some, I think?—I have given you nearly all, I think.

829. (*Chairman.*) Shot drill is gone?—That never was in force in civil prisons; that was in military prisons, but it has now gone from them.

830. (*Mr. Simpson.*) Was it not before 1865 in civil prisons?—I do not know; my memory does not go back so far as that.

831. (*Dr. Downes.*) I thought possibly you might have some official list of them?—Yes, it is in the Standing Orders.

832. (*Chairman.*) Will a man who has learned a trade exercise it in making things, for instance in mat making?—Not for his own benefit.

833. There is very little productive labour is there?—A very great deal of productive industrial labour, very much more than there ever was.

834. Well, now, what is there principally?—Making mail bags for the Post Office, baskets for the Post Office, parcels baskets and all sorts of things.

835. These are not for sale?—No, these are not for sale. The only things that are sold to the public are mats, and these in very small quantities. We make all Government mats, of course.

836. Years ago there was a great deal more of that?—There was more sold to the public.

837. There was a public objection to that?—Yes. The productive labour is very much larger than it ever was before and the value of it is very much larger.

838. Are the men taught more than they used to be?—Yes.

839. They are taught trades more?—Yes, we have instructors now. We never used to have them.

840. When was that change made?—I am not quite sure.

Major E. G. Clayton. 841. It is quite of late years?—Yes, since I was Secretary.

27 Oct. 1904. 842. (Captain Showers.) Have they ceased to make cocoanut matting?—Do you mean the fibre mats? They are still making them in certain prisons.

843. (Mr. Davy.) You say you appointed industrial instructors?—Yes.

844. The benefit of the industrial instructors would be practically confined to the long sentence prisoners, would it not?—Yes.

845. Men could not learn anything worth having in seven days?—They do not go into the trades parties—the men who come in for seven days; they are simply given some work in their cells.

846. How long must the sentence be before a man receives any instruction?—A man would not receive any positive instruction in a party until he has been in prison twenty-eight days. After doing fourteen days in the first stage, he may get, if the prison industries allow it, instruction in bag making or in sack making; he cannot learn much in the time, it is impossible.

847. (Chairman.) You probably would not set to

work to instruct a prisoner in anything definite of that sort if he were sentenced to less than three months?—He would not be put into a party until he had served twenty-eight days, after which an opportunity would be given of learning sewing or other simple work.

848. (Mr. Simpson.) The labour that is put on prisoners up to twenty-eight days is really only intended to make prison unpleasant to him, not to improve him?—That is all, for the first twenty-eight days.

849. (Captain Eardley-Wilmot.) Was it not laid down by Mr. Gladstone's Committee and successive Secretaries of State that prison diets were not to be penal?—It was in the reference to the Committee of 1898 by the Secretary of State that the diets were not to be a means of punishment. It says, "In considering the question of dietary the main principle to be kept in view by the Committee will be the fact that the ordinary prison diet is not to be regarded as an instrument of punishment. At the same time any approach, either to indulgence or excess, will be avoided, so that prison diets may not bear too favourable a comparison with the diets of free labourers in the outside world, or of the inmates of workhouses." That meant the regular inmates, not the casual paupers.

FOURTH DAY.

Monday, 28th November, 1904.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair.*)

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary.*)

Mr. JOSEPH BROWN, Dewsbury, and Mr. G. W. MEATS, Hereford, called; Mr. BROWN Examined.

Mr. J. Brown. 850. (Chairman.) Mr. Brown, you are, I believe, president of the Association of Poor Law Unions of England and Wales?—(Mr. Brown.) I have that honour.

28 Nov. 1904. 851. You are aware that we are inquiring into the present state of the law with regard to vagrancy, and how far that law is satisfactory, and whether any additional legislation or any alteration in the administration of the present law is requisite?—Yes, sir.

852. Would you kindly now tell us your views on the subject?—I have been a guardian rather more than twenty-eight years. The one thing that has surprised me in connection with the office has been the everlasting cropping up of this tramp question at conferences and gatherings of poor law authorities. Far be it from me to want to trouble the Committee with the subjects and the various forms in which that subject has arisen at these conferences, but nobody can have attended them without having noted that it is always cropping up, and on several occasions we have had conferences directly upon the question. I remember, at least twenty years ago, attending a conference on this question in Middlesbrough, where certain recommendations were made with regard to differential treatment of certain classes of tramps, but nothing ever came of that, and, so far as I know, we have never been able to effect any material improvement. Acting on recommendations made, the Local Government Board did alter the regulations as to admission and discharge. That appeared to me only to exercise a very temporary beneficent result on the tramps. I noticed that in our own union it did reduce the number temporarily, but

afterwards they got up even higher than they were before. It seems to me that the need is to alter the character of the treatment. It is my opinion that this largely becomes a question of habit. I have known several persons, three I have before my mind particularly in connection with my acquaintance with the question. At Dewsbury there were three men, since I became a guardian, that fell out of work, casually in the first instance, so it appeared to me, and they came to us for temporary assistance which they got. They did not appear to like the kind of treatment we gave them. Well, we have made it a rule in cases of that sort to give a full week's work and relief according to the size of the family. We do not give a man with a small family as much as we should give a man with a big family, but we expect the same amount of work from him. He has to come to us and work a number of days, we give him two or three half days, two or three mornings a week in which to go and seek work. It seemed that these men took exception to the treatment, and they gradually drifted off as tramps, and to-day these men are tramping about in the West Riding. I imagine they rarely go outside the West Riding by the frequency with which they appear at Dewsbury, varying their appearance between the board of guardians and the police court. One of these men has been sentenced fifty-two times to short periods of imprisonment. One of the men was before the Bench last week when I was there. I have had the privilege of sitting on the Bench now for a few years as chairman of the district council in the neighbourhood, and that gave me the opportunity to see how a number of those people were given sentences varying from seven to twenty-eight days. It

seemed to me that it only makes them worse, and they vary their appearance occasionally, coming to the workhouse to be treated there and then palpably committing some fault or other in connection with the arrangements, so that they may get sent to prison.

853. What would you suggest?—What I want to suggest to the Committee is that some kind of labour colony should be established, some kind of colony where not entirely penal treatment may be awarded the vagrants, but reclamatory treatment in some form or another, so that the habit of tramping might be broken. I believe that if they were committed, say for a period of three years, those who had charge of the colony peopled with these men, at the end of one year, might allow those to go who had shown some sign of improvement, and that they might be trusted out; and a second time on a pinch, but a third time that they should be made to serve the full time. I believe that that would have some beneficial effect. Then with regard to dietary, sir, we, I believe, in Dewsbury, as in some other respects, are culprits. We have never stuck to the ordinary diet of bread and water. For humanitarian reasons our board has always sought to give a little bit better diet than that. But I believe, sir, if the dietary were somewhat improved, the public at large would have less sympathy with these men. They go and tell their tale that they have had nothing to eat but bread and water. This is so in Yorkshire, and especially perhaps in the West Riding, where, on account of the better character and surroundings of the people, they are better off than they are in other parts of our large county; and when the tramps go and tell their tale of having subsisted upon bread and water, there is no doubt that they excite and secure a larger amount of sympathy than if they were being treated in the tramp ward to something like consideration. We have, I say, improved upon the ordinary diet. I asked our master what the daily cost of food was, and he has told me that for this last year it averages 3·7d. per day. That, I believe, is larger than usual, but it seems to me to be a miserably low sum for a man to live upon, it is a low diet for a man to do an ordinary hard day's work upon. I might mention further, sir, that so far as the Dewsbury union is concerned we are peculiarly situated. Our union is at the top of the hill and is situated centrally between five large towns.

854. (*Sir William Chance.*) You mean the workhouse?—I do, sir; I mean the workhouse, and I daresay owing to that we do not get as many tramps as we otherwise might. But, at the same time, it makes labour very difficult for us; we cannot do stone breaking—it would cost us more to get the stone up to the top of the hill, and then we should have to cart it back again, so that we have never been able to adopt stone breaking as tramp labour. We have had wood sawing and corn grinding. So far as the corn grinding is concerned it is utterly impossible for us to make it pay; we cannot make it pay costs, but otherwise we have found it helpful. The wood sawing and wood chopping is the only labour for which we can at all expect any kind of return from these tramps. We have had a varying number of tramps. I find from the return given to me by our master that in 1895 the average weekly number for the year was forty-two men, eight women, and five children. That roughly is 20 per cent. women and 10 per cent. children. Then in one year, ending Midsummer, 1904, a similar comparison, we have 149 men, eleven women, and three children, so that you see we have a remarkable diminution proportionately and absolutely; in the case of children we have only three children out of 150 people, whereas in 1895 we had five children out of fifty people. How to account for that I do not know. I do not know of anything in the circumstances or the treatment, or anything else that would account for that diminution at all. I may say that since June we have fallen in the number of our admissions; there were 200 per week in June; last week we had about 150, and only one child out of the number. They are gradually diminishing, but for what reason I am unable to suggest. I do not know where they go. That is the ground upon which I urge the establishment of the labour colony. Now as to the Association of Poor Law Unions; this has been the subject of perennial interest since the establishment of the Association—this and old age pensions, I think, have held the field. We have never been able, satisfactorily, to deal with either question, I think, but undoubtedly it is a burning question with the Association

as with all boards of guardians all over the country. The Association has had a committee upon this question, I think, almost since its first inception, and they have discussed this pretty largely. I am sorry we have lost Mr. Dimpleby, who interested himself very deeply in this question. He was a guardian for Richmond, but he got thrown, as a number of good men occasionally do; sometimes the better man stands the least chance of election, owing to some crotchet at the time; but if he had been here he would have told you more of the working of the Association's proposals, although the main lines of the recommendation of the Association are that the country should be mapped out into districts, sometimes two or more counties merged into one district, at other times that one county should be divided into a number of districts, and that the boards of guardians within those districts should appoint a number of representatives, who should form a board to manage the colony; that such colony should be maintained and governed entirely by such joint boards at the expense *pro rata*, according to the rateable value, of the several unions within the district. I think Mr. Meats will bear me out that that is substantially the recommendation. (*Mr. Meats.*) That is so.

855. (*Chairman.*) What are your personal preferences?—(*Mr. Brown.*) I support the colony and support the idea of the Association with regard to it, but I am not at one with them as to the advisability of having the management in the hands of popularly elected bodies. My confidence in popular election is not sufficient, I think, to warrant me in saying that I should like to see an establishment of this kind managed by popularly elected people, for two or three reasons. It is not that I have anything to complain of with regard to popular election; but it seems to me that the continuity of those bodies is so risky and uncertain that, for the very reason that Mr. Dimpleby got thrown, the best man, who might have at his finger-ends all the business of such a colony and might be the soul and life of the good work of the colony, might get thrown, and so get lost, and, as I say, his very excellences might be the reasons why he might be thrown, and therefore for that reason, I think, it would be a risky undertaking to let the colony be entirely in the hands of the publicly or popularly elected board. And one other thing, sir. There must be above all else a very high standard of discipline maintained at establishments of this kind if they are going to do any good. The class of people to be dealt with, whilst I want to see them dealt with as kindly as possible, must, I am satisfied, be dealt with firmly and under strong discipline, and on a popularly elected body we sometimes get a faddist, and he might be very troublesome on a board like that, and one such man might disturb the good working and prejudice the success. Whilst I agree with the Association in all their recommendations, I still make that personal preference that I should like to see it managed by the Government, through the Home Office, giving the guardians power to go and see the cases they have there, the same as they now go to the asylums. But let the management be entirely in the hands of one body of directors—not subject to the fluctuation of popular election, so that the best men do not get thrown. I think substantially, sir, that is the representation that I wish to make.

856. I take it from what you say that you would desire to have some similar body of supervision to what at present obtains in prisons?—Yes, sir.

857. Namely, a committee of visitors. Of course in the case of prisons it is a committee of magistrates, but you would have a body, I gather, composed of either guardians or magistrates, or both mixed together. Then you would have probably a governor of that colony who should be appointed either by the Home Office on the nomination of this body, or by the Home Office alone, and then you would have the supervision of the Government Department and at the same time the local supervision of your committee. You would have local control and also Government control. I think that seems to be somewhat the line that you suggest?—That is so; that would, in my opinion, be a model form of administration.

858. Now from whence do you think the funds necessary for the maintenance of the labour colony should come?—I would follow the scheme laid down by the Poor Law Unions Association, viz.:—from the area covered by the colony.

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859. Then that would be from the rates?—I think so. They have expressed a very strong preference for that. The question has come up before the Association directly; shall it be by Government funds or by local funds? And the Association has in each case by a majority decided that it should be a charge upon the rates of the districts.

860. If the ratepayers find the money, they would desire to be represented on the board itself to some extent?—Oh! certainly, sir; that is why they voted that the funds should come from the local authorities, so that the local authorities would have the right of supervision and visitation.

861. On the other hand, it is possible that the ratepayers would not object if part of the cost of these labour colonies came from other sources than the rates?—I have not the slightest doubt about that.

862. And if that were the case, it would be only right that the taxpayers as apart from the ratepayers should be represented by having an additional Government supervision?—Quite so.

863. To take care that the money was properly spent?—That would, I think, be a very wise course.

864. As regards dietary, you mentioned that the dietary in your casual ward costs 3-7d. per day?—Yes, sir.

865. That would be probably in excess of the cost in the majority of other wards?—I should suppose somewhere from $\frac{1}{2}$ d. to $\frac{3}{4}$ d. above the average.

866. Now do you think that dietary makes your casual ward attractive as compared with other casual wards?—I do not think so, judging from what I hear. Of course I have no actual acquaintance with the facts in other unions, beyond casual conversations with those belonging to them.

867. You probably know what the proportion of inmates in your casual wards is, compared with other workhouses?—It is not excessively large.

868. It is not?—Especially considering we are on the highway between these other large towns that I spoke of. One thing that does undoubtedly tend to increase the number of casuals with us, is the fact that we have the old association ward still. That is a matter of accident, though; we have been short of land and we have been waiting for years for land coming into the market so that we could build proper casual wards. We have now secured it, and we shall construct proper casual wards and shall dispense with the old association wards. I have no doubt that that will have some tendency at all events to keep a certain class of tramps away.

869. You yourself are not, I take it, in favour of the association ward?—No, sir, certainly not. It seems to me that any honest working man would prefer to have a little room to himself rather than associate with the bulk of the men who are there.

870. Have you studied the question of way-tickets?—I have.

871. I mean a way-ticket that is given to a man who is on his way with the honest intention of taking work?—I follow you, sir.

872. Would you recommend a system of way-tickets?—The price of liberty is eternal vigilance, and it seems to me that we are prejudicing the liberty of the subject in the issue of the way-ticket. It might develop into a limitation of the liberty of the subject, so that is why I should hesitate to adopt it. I know on the face of it, it is very admirable.

873. But would you give the opportunity to the man?—For the reason that I have mentioned, sir, I am afraid I could not see my way to do it; it would be the thin end of the wedge, I fear. That is the only argument that I should advance against it.

874. (Mr. Simpson.) The thin end of the wedge leading to what?—To the diminution of the liberty of the subject. You are giving him a permit to go about; to-day he goes about where he likes without any permit.

875. And you mean that that might lead to the idea that a man may not go about at all without a permit?—That is so, sir; that is the ground upon which I should object, and that only.

876. (Sir William Chance.) Do you draw a distinction between the wayfarer and the professional vagrant;

there is a certain number of men who come into the casual wards who are really seeking work?—Years ago I used to take very great interest in this work, and I used nearly every two or three days to go right through the casual wards and ask personal questions of those that were there. I found very few, perhaps two or three in a week out of 150; that is all that I could find of that class. They were all more or less bordering on the permanent casual. I have found that they began no doubt as genuine wanderers with a more or less indefinite purpose, and then gradually they developed the other way; very few really honest working men are on the tramp so far as our experience is concerned.

877. But still you admit there is a certain number?—Oh, yes. I say there were somewhere about 3 per cent.; 2 per cent, say, is what I found when I made careful inquiry. It will be, I daresay, a dozen or fifteen years ago since I did that.

878. Then is it your idea as well as that of the Association that the present casual wards should be replaced by labour colonies?—No, sir.

879. That is not your idea?—No, sir.

880. I should like to be quite clear upon that point?—The casual ward cannot be dispensed with.

881. Even if you have a labour colony?—Certainly not, because you cannot send every one to the labour colony. The man that is temporarily out of work and coming the first time, you must provide for him. Take the case of a man turning up at night, or a woman, especially a sick person; sometimes we have a number of them and perhaps we have been deterred from inquiring so much into the character of those when they have been sick; we have occasionally transferred them to our infirmary straight away from the tramp ward; the ones who were not fit subjects for the infirmary might still want the tramp ward, and the women too must have the casual ward.

882. You want the guardians, then, to have the power to send a certain number of vagrants to labour colonies?—Confirmed vagrants.

883. Confirmed vagrants; now how should they be sent, in your idea?—In the opinion of the Association, and of myself, too, by magistrates.

884. By magistrates' commitment?—In all cases. Because that would effectually prevent anyone being sent there without having a full and fair public hearing.

885. And that, in your opinion, would get over the difficulty of detention; you would not give the boards of guardians any direct power of detention; it would have to be by order of the magistrates?—Always by order of the Bench.

886. Then what is the particular difference between you and your Association with regard to the management of these colonies; you would have them under the Home Office?—Yes.

887. As penal establishments?—Yes, sir, in that sense penal establishments.

888. You could hardly reconcile that with supporting them from the rates?—Yes, sir, inasmuch as the guardians would still have the right of inspection and supervision. I am afraid I did not make myself clear; I said that I wanted the guardians to have the right of inspection and supervision in all cases.

889. As visitors?—Yes.

890. Not as managers?—Not as managers, because of the lack of continuity in the men themselves, and our difficulty in administrative affairs; that is my experience, at any rate.

891. And that is how you differ from the proposals of the Association?—That is the difference, I think, sir.

892. Of course, you know a good deal about the management of labour colonies in foreign countries?—I do.

893. I daresay you have read the last report of the Board of Trade on the subject?—I have.

894. And what conclusion have you drawn from that; is it that any large number of these men are reclaimed by being sent to a colony and detained there?—Well, I have come to the conclusion that labour colonies are well worthy of having a trial in our own country.

895. Do you look forward with any hope to these professional vagrants sent to a colony, practically to prison, being reclaimed?—Well, there are some of them that you never will reclaim, but if you put them there for three years they will not trouble the other authorities and they will not cost more than they are costing now, when we are sending a man down to prison some eight or nine times in a year, as I have known during the last four or five years since I have had a seat on the Bench. The cost of sending him down and of maintaining him when he is there is far greater than his cost would be in a colony; and it seemed to me that he would be far better off in the colony than he could possibly be wandering about.

896. Yes, exactly, it is for his protection; you think it is better to set him to work in a colony than to let him go from casual ward to casual ward?—That is the irreclaimable man.

897. I am talking of the irreclaimable man. And it would also be for the protection of the public?—That is my opinion.

898. Then there is one other question. You have wood chopping and wood sawing in the workhouse. Has there been any complaint about that from the public outside?—No, none whatever.

899. You sell to the general public?—We do.

900. There has been no complaint about it?—I have heard of none. We sell to retailers; we are in the position of wholesale wood choppers, and supply a large number of retailers in the district surrounding us.

901. And what other work do you put your vagrants to besides wood chopping?—Wood chopping and corn grinding; that is the main work.

902. Pumping?—No, we have no pumping.

903. And the women, how do you employ them?—Well, as you see by the numbers I gave, we have not many, and those that we have we can find plenty of work for in the cleaning up of the tramp wards and other premises.

904. You do not give them any oakum picking?—No, sir, no oakum picking, except to a few extremely bad men whom we could not send to other work; we give them a little oakum picking, but there is very little done in the year; very few pounds are picked.

905. How long have you given up stone breaking?—We never had any.

906. You never had any stone breaking?—We never had any; we could not have it, owing to the position of the workhouse.

907. And your numbers have gone down of late years?—No, sir, they have gone up. They went down as between, say, 1860 and 1870; they went down from 1875 to 1890, but they have been gradually going up since. This last year is one of the heaviest years we have ever had for vagrants, the year that is now expiring.

908. Did you find a decrease of vagrancy in the year 1900 in your district?—Nothing remarkable.

909. (*Dr. Downes.*) To what do you attribute your present increase in numbers?—I am at a loss to know what to attribute it to, sir, except it is to the return of the men from the war; that has a very large influence upon us, I have no doubt.

910. With regard to your wood chopping, is that time work or piece work?—It is piece work. We generally give them about ten pit props—the number varies, according to the size—they are short pieces, about six to eight feet long of stout timber, used in the pits to prop up the roof; these are the larger ones that are unsuitable for the colliery, and we buy them and cut them into firewood, and the tramps have to cut thirteen cuts in each prop, and they have ten props to cut; they cut them with a two-handed saw, and that is their day's work. That will be 130 cuts, through timber of an average of eight inches in diameter. If sleepers are used we would give them eight sleepers—railway sleepers—and they would have to put thirteen cuts through the sleeper.

911. How long do they take, on an average, to get through that job?—Well, they generally make it spin out the whole day long; they could do it, no doubt, in half the time easily.

912. Do you find many fail to do it?—No, sir, not many; so far as I know we have never instituted a prosecution on the ground of the task not being done.

913. Now, I understand that your Association proposes to send the confirmed vagrants to the labour colonies?—That is so.

914. Have they adopted any definition of what they would mean by a confirmed vagrant?—Yes, sir, they have. I am appointed by them to represent them. The definition that they have adopted is "Any person who shall have been three times convicted of wandering abroad for the purpose of soliciting alms."

915. Three times convicted?—Three convictions; after a third conviction he should be liable to be sent to the labour colony.

916. (*Chairman.*) Three convictions altogether, or three convictions within a certain time?—I think it is altogether, sir; after the third conviction for wandering.

917. (*Dr. Downes.*) How would you identify the man as having been previously convicted?—That is the difficulty.

918. Has your Association any proposal on that point?—Not a bit, sir.

919. Have they considered it?—They have considered it, but they never came to any conclusion upon the matter. They saw the difficulty, but they could not suggest a way out.

920. (*Mr. Simpson.*) There are plenty of people who are known to have been convicted three times of that offence, at the present time. There are many persons whose previous convictions for begging are known; so that the practical difficulty of finding that out has not proved insurmountable in the past?—I do not think it would be found insurmountable, sir, in practice.

921. Quite so?—It is more in appearance than it would prove in fact, I think. We are able now to establish previous convictions against persons for very long distances in our local courts, and I have no doubt that in this case, when once it was made punishable by the sentence to the labour colony, the police would be able to identify their men.

922. (*Dr. Downes.*) Should you see any objection to a registration of measurements or of marks or finger-prints?—Not a bit, sir.

923. That would not interfere with the liberty of the subject?—I think not, sir; certainly not. A man that has offended against the law must be expected to submit himself to identification for the protection of the public.

924. (*Sir William Chance.*) Have you any one who visits the wards now and then, to see if they can rescue any of the vagrants from the life they are leading; is there any system of that kind?—I know of none, sir.

925. Does the chaplain do anything of that kind?—He does occasionally.

926. Not by way of reclaiming?—I know of no agency at work of that kind in our neighbourhood.

927. It has been urged that the number of tramps has been increased by the number of old soldiers who are on the road, men who have been in the Army; do you know anything about that?—I do not know anything specially about it, but I know that a number of those who are there are men from the Army; you can see that by watching them march in and out.

928. In large numbers, do you think?—I do not think so.

929. (*Dr. Downes.*) I understand that the cost of the provision of these labour colonies is proposed to come out of local rates?—That is so.

930. And the cost of maintenance?—Both provision and maintenance.

931. There is a difference of opinion as to who should be chief officer, I think?—No, sir; I am not entitled to say that. Certainly the only thing that the Association has done has been to declare its desire that they should be managed by joint boards; they have not said who shall appoint the chief officer; but I take it that the management involves the appointment of a chief officer, and I suggest, at least in my own mind I strongly prefer, that his appointment, at any rate,

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if it was made by the Government, should not be revocable by such a body.

932. Are you able to state what are the objections of the Association to the charge being wholly Imperial?—Simply that they would lose control, sir; that is the only ground upon which the Association as such objects to Imperial funds being used for the affair.

933. But the inmates of the labour colony would be men convicted before the magistrates?—Yes, sir.

934. Just as the inmates of prisons are convicted men?—Yes, but with this exception, that they are convicted of a very moderate form of misdemeanour, hardly amounting to misdemeanour in that sense, whereas in the other case they are convicted of crime. It is no crime to be poor.

935. You draw a distinction of degree?—Quite so; it would be a conviction, no doubt.

936. It is a distinction of degree only?—No, sir; there is the character involved in the difference, I think, between the conviction for crime and the conviction for tramping.

937. (Mr. Simpson.) Would you say that as a matter of fact the men who would have to go to the labour colony would be more like the men who now go to the casual wards, than they would be like the prisoners in prison; would they not form a class intermediate between the two, and on the whole be more like the men in the tramp wards?—That is my idea.

938. And on that ground the local authorities ought to have a say as to the management?—You see my idea in referring it to the magistracy is to give a person every opportunity to defend himself, because a three years' commitment is a serious matter, and it ought not to be imposed until after the fullest publicity and the most open inquiry; and the magistrate's court seems to me to be the likeliest and surest ground for securing that to a person involved. That is why I wanted it to be by a magistrate's certificate or conviction, put it whichever way you like.

939. (Dr. Downes.) You spoke of the guardians having a supervision over the colony; you used the word "supervision"?—Yes, sir; it is a word that does not express my meaning.

940. I was going to ask you?—I should say inspection.

941. Exactly?—View; let them have the most ample opportunity to see all that is going on.

942. (Sir William Chance.) Not to manage them?—No, sir.

943. That is your own opinion?—That is my private opinion.

944. (Mr. Davy.) In such a labour colony as you have described there would be some difficulty as to ascertaining the settlement of the vagrant, would there not?—I should fear a hopeless difficulty. In a great many cases I am sure it would be a hopeless matter, but I apprehend that he would be regarded as settled in the district where he was convicted; unless other settlement could be clearly proved, I do not see how they could get out of it.

945. Your solution would still leave administrative difficulties, would it not—an unwillingness to convict?—I do not think so.

946. When you say that magistrates should convict, do you mean magistrates in petty sessions, or quarter sessions?—Petty sessions, sir. I forgot to say that in the working of that commitment personally I think it might be with advantage arranged that for a first conviction the man at the end of twelve months, if his behaviour had been good in the opinion of the director or master of the place, might be allowed out, and the two years might then be remitted; or at the end of two years.

947. I take it this would be a formal conviction, however, involving real detention?—Certainly, sir.

948. It would then be necessary to have a wall round the colony, would it not, or constant supervision of the prisoner?—There would need to be constant supervision.

949. Or a wall or both?—Well, so far as the dormitories were concerned, they would need to be within a wall,

certainly; but it seems to me that they might work in gangs under certain supervision as they do in the penal settlements.

950. That would involve the employment of a great number of officers, would it not?—Not such a very great number, sir. In our juvenile establishments in the West Riding they are working in gangs under a foreman; and it seems to me that, in fact, they would need a certain amount of oversight in the work that they were doing if the work was to be done right. I think these establishments, in certain districts, at all events, would need to have trades carried on within them in the hope of leading these men to adopt these trades and send them out to enable them to get their own living in the trades. You would want to keep them there for lengthened periods.

951. At any rate you would have to take adequate measures to prevent the prisoners or the colonists escaping?—Well, we could have three grades of men in the colony. If the man who escaped for the first time could maintain himself when he had escaped I should not fetch him back, but if he did come back I should certainly put him into a second class. If he escaped a second time and maintained himself I should say nothing to him, but if he came back I should put him into a class from which he would not escape.

952. He might come back into another colony?—Into another place; he most likely would; I should think so.

953. (Sir William Chance.) There would be a uniform in this colony?—Oh, yes. That would be indispensable.

954. That would help to prevent escape, to a certain extent?—I suppose so.

955. (Mr. Simpson.) It would be perfectly possible to register the finger-prints of every colonist, so that if he escaped his known finger-prints could be circulated and he could be identified?—Yes, but I submit that whilst he was gaining his own living he would not need to be re-apprehended, and the very possibility of his escaping and maintaining himself, and knowing that he would not be apprehended if he did maintain himself might be the strongest incentive for the fellow to return to decent honest work.

956. (Sir William Chance.) You know the Merxplas colony?—I have read about it.

957. You know the men there are paid; they can earn something for their work, which is given to them when they go out?—Yes.

958. Do you approve of that?—I very strongly approve of the system, so far as I could gather it from the report that was sent to our quarter sessions.

959. The men who are sent to this colony should earn money?—Yes, sir.

960. (Mr. Simpson.) How many unions does your Association represent?—Roughly about one-third of the whole, but more than half of the population of the country. It is the small unions that are not largely represented on the Association; nearly all the large ones are.

961. So it is very representative of Poor Law authorities?—My friend, Mr. Meats reminds me that it is more than one-third; it is very nearly one-half—287 out of 650 unions.

962. You are increasing your number?—We are increasing every year, sir.

963. Have you any idea how your Association would view a system of labour colonies under private management, but subject to inspection possibly by a Government Department or by the Poor Law authorities, the cost being primarily borne, say, by voluntary subscriptions, but the guardians of the union paying so much per week for every man committed from their union to the colony; do you think they would favour that?—I should not like to go bail for them, sir, on that question. It has never been before them, and I do not know how they might regard it.

964. That is the system, of course, of industrial and reformatory schools at the present time. How does it strike you with regard to tramps?—Well, so far as the reformatory schools are concerned, they have worked well. In our West Riding we have three that I know more or less about, and they have done well, unquestionably, but how that system might be made applicable for the vagrant class I do not know.

965. Now, suppose a labour colony were established under voluntary management, and say the Home Office inspected it, and certified it to be a suitable place for tramps to be confined in, would your union feel inclined to guarantee a certain amount per week for tramps committed to the colony from the union?—I do not think they would be willing to do it.

966. It really might be cheaper to the Poor Law authorities than making themselves responsible, or partially responsible, for the establishment and maintenance of the labour colony?—Economy does not always influence their decisions in these matters.

967. No, but they might have the right of inspection just the same, you understand?—I should have no objection to any such scheme; I do not think there would be any valid objection, but there might be a sentimental one; the sentimental often outweighs the practical.

968. I suppose you have no idea how much it would be worth your while to pay a week for a man committed to a labour colony from your union?—No, sir.

969. Would 7s. a week, for instance, be more than you would like to pay?—I should think that would be a somewhat heavy charge, sir.

970. It would be more than you would like to give?—Well, it would rather.

971. (*Mr. Davy.*) Though you might be willing to pay for one of your own settled paupers, you probably would be unwilling to pay for a tramp?—I am not quite sure, sir, that they would be willing to pay for one of their own settled paupers 7s. a week. Our inmates only cost us about 3s. 5d. a week.

972. There would be more disinclination to pay for a tramp than for a settled pauper?—Undoubtedly.

973. (*Chairman.*) What is your opinion with regard

to seven day sentences, being a deterrent or otherwise?—I think I have expressed it already in my evidence, sir, that they are worse than useless.

974. I think you did say something to that effect?—The men are rather made worse than better. They do not mind going to prison at all and a month is no use to them, and that is one reason why I want the colony.

975. At any rate you think a month would be more effectual than seven days?—Much more effectual.

976. (*Dr. Downes.*) I understand the Association proposes that the labour colony should be supplementary to the present system of casual wards?—That is so.

977. Then you would keep the present system of casual wards?—That must be so.

978. And would you keep the powers of detention just as they are now?—Everything.

979. Has the Association considered any means of promoting uniformity in the management of the casual wards as they are?—No, sir.

980. We have heard of one place being easy in their treatment of casuals?—Not beyond the colony. The colony would cover a large tract according to the population, and within that colony there would be uniformity, but they have not considered how to secure any uniformity in the whole of the country barring colony treatment.

981. (*Sir William Chance.*) They have not considered the question of securing greater uniformity of treatment of vagrants in the casual wards?—No, sir, they have not considered that. That would be another big question, because different counties are in different circumstances, and you could not have, I think, identical arrangements in each casual ward.

Mr. MEATS Examined.

982. (*Chairman.*) Mr. Meats, you come also to give evidence on behalf of the Association of Poor Law Unions?—I do, sir.

983. What is your position as a guardian?—I am vice-chairman of the Hereford board of guardians. I have been a guardian now getting on towards twenty years.

984. Do you agree with Mr. Brown's evidence?—With regard to Mr. Brown's reference to differential treatment of vagrants, I entirely agree with that. I think that the man who is honestly seeking employment should certainly have due consideration in any casual ward. I think that such men ought to have totally different treatment to the professional vagrant whose appearance is periodical, coming again and again. So far I entirely agree with Mr. Brown. This question bears also on the way-ticket system. Now, with regard to the way-ticket system I am bound to differ from my president. I have heard Mr. Brown again and again defend the liberty of the subject and so have I, and I always will defend the liberty of the subject to do right, but I will never defend the liberty of the subject to do wrong; and I consider that the professional vagrant who goes about, although he does not nominally commit a crime, is really a semi-criminal, because a professional vagrant as a rule absolutely refuses to do any work at all. You cannot get them to do any work; they say they never have worked, and they never will. Well, I think, if a man will not work, his liberty should be, in some way or other, curtailed, and I think the way-ticket system would to some extent curtail it. But it would also be an assistance at any rate to an honest man. The way-ticket system originally, I believe, was something after this fashion: that when a man left home he received from the superintendent of police, or some other authority, a way-ticket, showing from whence he was starting and whither he was going, and on his way he took that ticket to officers of mendicity societies; on showing this ticket, he had presented to him a ticket to convey him to the next bread station, and from thence to the next union. That ticket proved him to be a man honestly in search of employment. But now I am informed by the authorities at Hereford that that system has lapsed altogether. The original way-ticket is never asked for; vagrants

who present themselves at the proper place receive their way-tickets without almost any question whatever.

985. From whom?—From the police.

986. Then the way-ticket system is still in force in Herefordshire?—It is still in force in Herefordshire by means of the mendicity society, the chairman of which is Sir Richard Harington. The society still continues its excellent work, but I think if that work were to some extent supervised, and that alteration made, it would tend very much to the decrease of vagrancy in the county of Hereford.

987. Supervised by the police?—Yes. If these way-tickets were properly supervised, and men were compelled to bring the proper way-tickets with them showing where they come from, and that they are men honestly in search of employment, I think it would reduce the vagrants in the county of Hereford very considerably, because it would cut out these professional tramps who get the way-tickets.

988. In other words, you say the way-ticket really would be a certificate of honesty?—That is so, sir; not a permit. That is where I differ from Mr. Brown.

989. I mean that is the view you take of it?—Yes.

990. The way-ticket would not be a slur upon a man, but would be a certificate that he is on his way to get work?—That is so.

991. Then you say those tickets are granted by the superintendent of police?—They are granted at the office of the chief constable of the county, in the city of Hereford. I have seen them there time after time.

992. Are they only granted there; how is it worked all over the county?—They are granted there, and then the men are sent on to the next union. I could not tell you whether that ticket covers the county or not, but it conveys the man to the next bread station, which is half way to the next workhouse, and from that he goes on to the next workhouse. Whether he carries that ticket on until the county is exhausted I forgot to ask.

993. I did not know whether the system was that a man could go, say, to any police superintendent's office

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Mr. G. W. Meats. in the county of Hereford and get that way-ticket there?—I should say that would be so.

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995. I understood you to say that it was only in the city of Hereford he could get that ticket?—No; I am talking of the whole of the county.

996. You think it would be possible for the man to get his way-ticket at other police stations in the county of Hereford?—There is no doubt at all about that.

997. And that way-ticket would be available for the rest of the county?—I do not think there is any doubt at all about that. In regard to the professional vagrant in the county of Hereford, of course, you are aware, sir, it is a large fruit and hop growing district, and for that reason perhaps vagrancy in our county is more rampant than otherwise it would be. With regard to that percentage of men who seem to be honestly in search of employment, my own opinion is that they would be about 20 per cent. of the people who frequent our casual wards. That is my opinion, but I should say that the opinion of the more charitable people is that perhaps there may be 50 per cent. of these men. I am quite willing to grant that at certain times of the year, just when fruit-picking and hop-picking are commencing, there may be 50 per cent. of those travelling men and women who may be honestly in search of employment, but in the ordinary way I think the 20 per cent. I have put down as my own opinion would fairly well cover the number. I believe a great many of the vagrants who visit the fruit and hop district just about the time these industries are commencing are not honestly in search of work at all. The system adopted by large hop growers in the county of Hereford is this: they have a centre in a certain large town with a ganger or foreman or forewoman. They are ready at a certain time of the year to provide so many hop-pickers or fruit-pickers as the case may be, and arrange to bring them say from Dudley, from Swansea, from Cardiff or any large centre of population. They bring these people with them, their railway fares are paid, they are conveyed from the nearest station to the homestead where bothies are provided for them. A bothy is a large building erected with cells in it for the accommodation of families and single people. There they are bedded down. They have straw or chaff beds provided for them. Their accommodation is all ready, they settle themselves down, and they continue until the hop-picking is over. They get their money, their railway fares are paid back, sometimes nearly a whole train is required to take the large number of hop-pickers back to Wolverhampton, or wherever they may happen to have come from. Well, that is the system adopted by large hop growers. Another system is to pick up these vagrants, these travelling professionals, when they come round. I do not think I have ever heard of more than one large hop grower who has been able to retain their services. They will go on the pretence of begging their way to seek work in the hop yards, but you put them to work, and in twenty-four or forty-eight hours they are off again. I myself once fetched a trainload—I think there were two carriages filled with hop-pickers—out of Wales for a friend of mine who was ill. I think there were about forty or fifty of them, and in three days only five remained out of the whole lot; the lot had started away to take their journey back again. Now that is what the professional vagrant does in connection with industries such as hop-picking. It does not obtain so much in fruit-picking, because they are a more settled class of people. I maintain with regard to a great deal of the vagrancy in the hopping districts, that these people simply come and use hop-picking as an excuse to carry on their vagrancy. Now I do not know whether you would like me to give you certain statistics.

998. Upon this point?—Upon the number of vagrants who have been in the casual wards at Hereford.

999. If you please?—The figures in the union of Weobley—that is a small union in the county—in 1902 were 593; in 1903, 969; 1904, to the end of September, 1,102. You see that is very nearly double.

1000. (*Mr. Davy.*) Are these individuals or nights' lodging?—Nights' lodging. I could not tell you whether one person was there more than once or not: very likely they would be. In the Kington union in 1901 there were 947; in 1902, 1,337; in 1903, 2,007; and in 1904, 2,439.

1001. (*Mr. Simpson.*) Up to the present date in 1904?—That is up to the present date.

1002. (*Mr. Davy.*) Do you know the Kington union?—Yes.

1003. Of what size is the workhouse?—The workhouse is a small one.

1004. Accommodating twenty or thirty people?—I should say sixty or seventy people.

1005. In that case the number of tramps would approximate almost to the number of workhouse inmates?—That is what I want you to notice. In Ross for the year 1902 there were 1,806 casuals; 1903, 2,405 casuals; 1904, 3,187 casuals. Bromyard union in 1901, 2,613; 1902, 3,161; 1903, a very small hop year, 3,133; 1904 to the end of September, 4,315. Leominster for the year 1902, was 2,532; 1903, 4,062; and in 1904, up to the present time, 5,585. Ledbury in 1902, 5,982; 1903, 6,458; 1904 up to the present time 7,338. I may say here that Bromyard has had as many as 600 vagrants in one week, and Ledbury has had 700 in one week, and we have had 619 in one week. Now I come to Hereford union. Perhaps you would allow me to go a little further back in the case of Hereford. In Hereford union in 1898 the total number of casuals was 3,956; in 1899, 3,066; in 1900, 3,752, making a total in the three years of 10,774, which to my mind is a very serious thing. In 1901, 4,473; 1902, 5,531; and in 1903, 7,403; in 1904 up to the present time, 7,496. Making a fair calculation of what we are likely to have during November and December, in all probability instead of being 10,774 in the three years there will be over 20,000.

1006. (*Chairman.*) Then we may take it that all over the county of Hereford there has been a steady increase during these years?—A great increase. I think the production of these figures, if the Committee were not in possession of them before, is quite sufficient to justify my giving evidence before the Committee on such a grave question, because if this thing is to continue where are we to be landed. I think I need not put anything more before the Committee than that in order to satisfy you that I have not been sent here in vain.

1007. Can you suggest yourself any cause for the rapid increase?—Well, sir, I agree with what Mr. Brown has said in regard to the war. I myself have interviewed these vagrants on leaving the house. A short time ago I saw a number of them. I said, "Why do you men not stay at home and try to get an honest livelihood at home?"—"Home," they said, "how can you stay at home, sir, when you have got no home." I said, "Surely you must have a home somewhere—your birthplace, where you were brought up." "Oh, but then when you have been out to the front and come home and get pitched on the country, thrown on your own resources, without any assistance whatever, how can you stay at home and work; where can you find work?" That might have been a genuine tale or it might not. Perhaps the man had never been at the front at all. I think in all probability that would be so. In the case of one of the men I felt very well certain that he had never been to the front; he was not of that build.

1008. I think that there is a less severe treatment of casual paupers in your county than in others; may that account for your being particularly the resort of vagrants?—Well, sir, I will answer that question honestly. I am afraid we have not sufficient deterrents, if I may use that word; we have not sufficient cells for casual wards to detain these people so long as we would like to. I have shown you what a number of tramps we get in the course of a week. I may tell you that we have only had sleeping accommodation, unless it is the summer time, for about twenty-three men, and twelve women and children in our large workhouse, where it seems to me we are very badly off for accommodation of that sort. We could accommodate about thirty nine more in the summer time, because we can use stone breaking sheds, which we could not use in the winter.

1009. Then where do these casuals sleep when they come to you?—They sleep in the stone sheds when they come, sir, and we have two buildings detached from the workhouse—a loft and an outbuilding; we can put up a lot of women and children in there, but when we are overdone we simply send them out and the relieving officer gives them tickets to go to common lodging-houses.

1010. (*Mr. Davy.*) And do you detain two nights?—We do not detain two nights; we cannot do it now.

1011. Do you bathe all your vagrants?—Not all.

1012. Do you set them to work?—They are all set to work. Some are set to work stone breaking.

1013. And discharged when?—Some are discharged at 11 o'clock in the morning and some are detained all day.

1014. And I suppose that a certain proportion of them sleep on straw in these outbuildings?—Straw beds on platforms.

1015. Now is there any single regulation of the Local Government Board with regard to the treatment of vagrants that you carry out in the Hereford union?—Well, you have put a very difficult question to me. I will ask the guardians when I go back.

1016. Need you go any further for an explanation of the enormous increase in this vagrancy?—Well, I do not think it would account for the enormous increase, but it may account for a certain increase of vagrancy. But when you get into country districts like ours, we believe vagrancy is caused to a very great extent by these special industries being a temptation for them to come.

1017. Do you know the county of Kent at all?—No, sir, I do not.

1018. (*Chairman.*) Where you have these deterrents, these systems for the detention of tramps, what is the result?—It is only a local one. The more severe the system is in one union, the more likely it is to drive those tramps away to another union, some little distance away, but it does not attempt to cure them, and for that reason I see a strong necessity for some permanent system such as vagrant colonies to which you can send these people for good and for all, to give an opportunity of trying to reclaim them so that they shall not be able to pursue this kind of life for month after month and year after year without any hope of cure at all. You see if we adopted a severe system we should send them away to tramp among areas somewhere else. If we adopted a severe system we should be relieving ourselves of a difficulty in order to put somebody else into it. For that reason I think the remedy should be general.

1019. (*Mr. Davy.*) Do you not think your lax treatment induces some people to come on the road and stay on the road?—No, I cannot go so far as that, sir. I hope you will not call it lax treatment.

1020. Well, your disregard of the regulations of the Central Authority on the subject?—Well, I should like to know where we have disregarded. If it is put strongly like that, I should like to be told where we have disregarded them. Perhaps we have not carried them out, but we are not aware that we have disregarded them.

1021. (*Chairman.*) Perhaps you would answer that you have not facilities to carry them out?—We have not facilities to carry them out, sir. I do not know whether you would like me to go into any details.

1022. You are in favour of the way-ticket system, and I understand from you, that in the county of Hereford, that system is carried out by the agency of the police?—Yes.

1023. I understood you to say that you would have any way-ticket system carried out by the police?—Oh, yes, decidedly.

1024. I mean not initiated, we will say, from the workhouse, but from beginning to end worked through the agency of the police?—Most decidedly, sir. I think the police ought to have a great deal more to do with the tramps than we have, and their attention should be given to these professional vagrants oftener than it is. If the police see a man persistently begging, I really think it is their duty, not to wait for some one to point that man out and say, "I will appear against him," but to take the matter in hand themselves and deal with

such a man. I really think that a man who will persistently do that sort of thing is a man who has endangered his liberty by an improper use of it.

1025. If there was some system of general information with regard to labour to be had by those who are really honestly seeking for it, would you work that again through the agency of the police by posting information at the superintendents' offices?—No, sir; I was coming to that. My opinion is that there should be a labour bureau at every workhouse.

1026. At every workhouse?—A labour bureau at every workhouse.

1027. That is, information with regard to available labour?—That is what I mean, sir. It should be made a public matter, and any person requiring labour should be in a position to communicate with the master of the workhouse and his name should be placed on a list, a sort of schedule, and that schedule should be open to the inspection of all these people who frequent the casual ward. They would be able to read the list down, and they would be able to say, "Well, there is a job that would suit me." I think the secretary of the bureau should be in a position to send that man straight away. I may tell you we have followed that to some extent at the Hereford workhouse, and where farmers have had swede pulling or any special kind of labour going on, the master has been in a position to send casual labourers to that farmer or builder or whoever he may be; tailors, tinkers and all sorts of people are tramping and very often such persons are wanted in different trades or different businesses; but this list would show everyone what employment there was to be had, and then if a man refused to accept labour when it was offered to him, I think he should be spotted as a professional vagrant.

1028. It is evidence against him as far as it goes?—It is evidence against him, sir. Well, that is my idea of a labour bureau in a union, and I think that, very likely, would tend to assist the honest vagrant in search of employment. I do not know that I need say any more, sir. If I go any further I should go into some rather more drastic ideas.

1029. (*Sir William Chance.*) You advocate, I understand, the way-ticket system because it brings the police in?—That is so, and assists the honest tramp.

1030. In your opinion it does assist the honest tramp?—I am strongly of opinion that it would be of great assistance to the honest tramp.

1031. You do not advocate it because it has anything to do with the reduction of vagrancy?—I do not put it on those grounds because I cannot see how it would.

1032. You think it would not?—It may tend to the reduction of vagrancy in certain districts: in large agricultural districts, for instance, it may tend to the reduction. I said, just now, I thought it would reduce vagrancy in the county of Hereford, where the population is sparse.

1033. But it has not done so, as a matter of fact?—Well, I do not think it is likely to do so.

1034. It has not done so in Gloucestershire where they carry it out in every union?—I cannot speak for Gloucestershire.

1035. (*Mr. Simpson.*) Your system, I understand, is all over the county?—It is worked by the police, and the police cover the county as a matter of course, the county police; therefore I take it that it covers the county.

1036. (*Sir William Chance.*) Do the police act as relieving officers at all in the county?—Well, not recently. Some years ago the superintendent of a police district acted to some extent as a relieving officer. A man, if he wanted a night's lodging, would go to the police superintendent and the police superintendent kept an eye upon him and did all he could for him if he were a tidy, honest man.

1037. How long ago was the system of using the police as assistant relieving officers abandoned?—Well, I should think that was a system that obtained in Ross only. Ross was the only place in which I heard of it being worked. The superintendent of police at Ross, I think, had £5 or £10 a year paid him by the board of guardians to act in that capacity, but I should think it might be perhaps ten years, or it might be twelve, since that system was abandoned.

Mr. G. W. Meats.

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Mr. G. W. Meats. 1038. I suppose you would be of opinion that that might tend to reduce vagrants?—I think it would be an excellent thing for the superintendent of police to have an eye upon all professional vagrants everywhere.

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1039. But still you have no actual experience in the matter?—I have had no actual experience in the matter; I only speak from my own judgment.

1040. Can you give us any particulars about child vagrancy; what is your opinion about it?—My opinion is that this child vagrancy is the most dreadful thing we have to deal with. In a country district like the one I come from, it is painful indeed to see the number of children, and my opinion is that the number of child vagrants is not properly set out in any of the returns received from casual wards; and I have noticed a very peculiar thing amongst these professional tramps. They will come of an evening into the casual ward themselves, and they will perform their tasks and on the following morning at 11 o'clock you will see a woman, wife she may be, or she may not be, come down with her cheese box, a good-sized box on wheels, something of that sort, perhaps an old perambulator, and she has been at the common lodging-house with her children during the night. That is a trait of the tramp which I have very much admired—to think that they should secure a few of the pence or shillings they have got in the day to use part of that money of an evening to pay for the wife and children lodging at the lodging-house instead of taking them into the workhouse.

1041. And do you think that is done to a very large extent?—I have seen it done times out of number. And there is another thing that happens; it is that the man, when he has got to the workhouse of an evening, has emptied his pockets and put the money into the wife's possession, in order that that money might not be collared for his own subsistence.

1042. You are aware that the number of children classified in the returns as relieved in the casual wards is very few; for the whole of the country it is 200 or 300 a day?—That is so; I have noticed that in the returns, and this is how I account for it to a very great extent: these vagrants do not send their women and children into the workhouse, they send them to the common lodging-house, in order that they might get possibly more comfort.

1043. Have you any suggestions as to how you might prevent these children being practically on the road. I understand you do not agree with that; you would like to stop it, I suppose?—There is only one way to stop it, that is to get hold of the professional vagrant—if he will persist in his vagrancy—and separate him from his wife, and thereby prevent the propagation of such a race.

1044. But have you thought how you are to do that?—By putting them into a vagrant colony.

1045. The whole family?—Not the whole family. I should not like to put the men and the women and the children into a colony altogether.

1046. I mean to say if you put the men into a colony, what are you to do with the women and children?—I think a reformatory was suggested.

1047. That may do for the child, but how about the wife?—I think the wife might be very useful in a reformatory.

1048. Do you think you might put her in the workhouse?—Able-bodied women are exceedingly useful in the reformatory to do the work.

1049. You would be glad to keep the wife in the workhouse?—I would be glad to get the women out of the way of the men.

1050. You would not be very particular as to what the settlement might be?—I would very much rather move her. Another thing is the question of gipsies. I think the question of gipsy vagrants is a terrible thing.

1051. (*Mr. Simpson.*) Have you had the subject of sentences on tramps under your consideration at all?—

Yes, sir; I think that the unequal sentencing of tramps is rather a serious thing. You will find one bench of magistrates giving seven days for an offence. Another bench of magistrates thirty or forty miles away will give twenty-eight days for the same offence.

1052. And in the same circumstances; so far as you could see, there was no difference?—In the same circumstances; there is very great inequality in dealing with them. I might give you an illustration. I will give you a case that occurred in the Hereford union some few months ago. A man came to the workhouse, and my chairman and myself happened to be there, and this fellow absolutely refused to break stone. He had got his three cwt. of stone and refused to break it—said he was unable. The doctor was fetched. The doctor pronounced him perfectly able to break the stone. He was taken before the magistrate, and there happened to be two exceedingly humane magistrates on the bench that morning, and they said, "Poor fellow! he ought not to have been put to break stone at all;" and they remanded him for seven days. Seven days from that time another bench of magistrates sat and they gave this fellow seven days hard labour. As soon as he came out he went away to a neighbouring union; he had 3s. 6d. given him out of the poor box, to carry him fourteen miles to the nearest workhouse, and when he got there the master, who had heard of the case, and happened to know the man, I suppose, recognised him and said: "Oh! look here; you have been in gaol seven days. I do not want to put you to break stone again. Would you like to go and do some easy work in the garden, you cannot feel very well after having come out of prison, where you have done seven days hard labour." He said: "Thank you, governor, I am obliged to you. You are a different man to the others." He went out and he said to the gardener: "Well, but I want to know how long I shall have to stop here?" "You will have to stay here and work all day long." "Oh! that would not do for me; just take me back, governor, and give me some stone to break; I am an old stone breaker; I have been at it all my life." That was the man that was not able to break stone. That is one specimen of these persistent vagrants.

1053. (*Chairman.*) Have you often heard of cases where seven days imprisonment sentences have been passed on these men?—Oh, yes, frequently.

1054. Well what do you think is the effect of that; has it deterred them at all?—I hardly think many of them like it, sir.

1055. You do not think it is a deterrent any how?—I do not think it is a deterrent at all.

1056. If you had to fix a minimum of imprisonment for those men what would you fix as a deterrent?—I would not like to take upon myself the duties of a magistrate.

1057. I am asking you as an Englishman of common sense?—I would do as an ordinary man of business would do, I would as near as possible divide it. I would make it twenty-one days.

1058. (*Sir William Chance.*) You would not mind twenty-eight?—I do not mind twenty-eight; but I really have no sympathy with these men. I hope you will not think I am too much prejudiced against them, but I think they are men whose propagation of families ought to be stopped.

1059. (*Chairman.*) Have you anything further to say?—Will you allow me to explain something with reference to Mr. Brown's opinions with regard to the cost of these colonies? Mr. Brown, I think, gave it as his opinion that he differed from the Association as to the payment of the expenses. (*Mr. Brown.*) No. (*Mr. Meats.*) Then Mr. Brown and I agree, if Mr. Brown means that it should be in the hands of the local elected bodies, but under the supervision of the State. I could not agree with Mr. Brown that the control should be in the hands of the State while the ratepayers had to bear the cost, because I do not think the ratepayers in our part of the country, at any rate, would like that system.

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1060. (*Chairman.*) You propose to give us some evidence from the point of view of the Home Office. You are one of the principal clerks in that Department?—Yes.

1061. Now what position does the Home Office occupy with regard to vagrancy?—The Secretary of State has no statutory powers or duties with regard to vagrants as a class. From time to time questions connected with vagrancy come before him either as Prison Authority or as Police Authority, or because he may have taken a personal interest in the question, but that is only occasional. Speaking generally, the main interest of the Home Office in vagrancy is that the vagrants form a class from which a number of the institutions under the control of the Home Office are largely filled. First, take prisons: of course the vagrants in prison form a large class of the actual receptions in prison. Then, reformatory and industrial schools: a great number of the children in them are the children of vagrants. And again inebriate reformatories: some of the people who go there really are neither more nor less than vagrants. I think that is the chief interest the Home Office has in vagrancy as a question.

1062. Can you at all tell us, as regards inebriate reformatories, what proportion of the inmates can be really traced as having been vagrants?—I am afraid I could not. It is to be remembered that, after all, the inebriate reformatory system is quite in its infancy, and I do not think it would be possible to come to any conclusion on that subject at present.

1063. Can you state the number of vagrants, as such, who are in prisons?—I am afraid there again it is very difficult to get any figures that would be of much use to the Committee. The persons committed under the Vagrancy Act, of course, are by no means all vagrants; in fact, I should think it was probable that the majority were not in the strict sense of the term vagrants. There are pickpockets, prostitutes, palmists, people who have indecently exposed themselves, and a quantity of other people who would come under the Vagrancy Act.

1064. That is under the old Rogue and Vagabond Act?—Yes. I have taken out some figures about persons brought before the courts for begging and sleeping out since 1859, which are of some interest. I take begging and sleeping out as being the typical offences which tramps commit. Of course, there are a great many beggars who are not tramps; and there are men that sleep out who probably are not tramps in the strict sense; but still those figures seem to give the best criterion of the number of tramps, so far as criminal statistics are of any use at all, and they are of some interest. The figures for the last forty years fluctuate a great deal, and the most one can say is that they are higher for the last twenty years, and especially since 1875, than they were for the twenty years before. But there is no very marked tendency that can be seen from the figures. It may be useful to read out the quinquennial averages of persons charged before the courts with those two offences. From 1859 to 1863 the annual average was 12,660; from 1864 to 1868, it was 14,928; from 1869 to 1873, 18,847; from 1874 to 1878, 16,490; from 1879 to 1883, 25,879; from 1884 to 1888, 27,765; from 1889 to 1893, 23,520; from 1894 to 1898, 25,067; 1899 to 1903, 23,794. That last average was brought down by the exceedingly low number of charges during 1900. It was only 18,791 in that year, which was lower than the actual number for any year had been since 1877. No doubt the cause of that was the war—that brought down the number of vagrants; that brought down the quinquennial average, 1899 to 1903, in spite of the fact that in 1903 the number of persons dealt with for those two offences is larger than in any previous year, except 1888. The actual number in 1903 was 29,632. [*These figures are given in Appendix XIX.*]

1065. I do not know whether you have noted the fact that 1900 was an extremely good year for work. It was the year of the war, and probably there would be rather

fewer men in England, but it was also a good year for work?—1900 was the year of the war. Mr. H. B. Simpson.

1066. If I recollect aright, it was a very good year for trade. The cause was the war, but apparently there was a great demand for hands, and that might very possibly have had an effect; I do not know whether you are aware of that?—Yes, and I quite think that the drop between previous years and 1900 is so very marked that it probably requires more than one explanation. 28 Nov. 1904.

1067. Yes?—Neither the war by itself nor the good year for work by itself would cause such a very marked drop; it was probably the two combined.

1068. Then would not that also give us some idea as to the cause of this great increase in the number of vagrants in 1903, namely, that there was a very considerable slackness of work?—Yes, I should think that is very probable.

1069. What is true of the one is also true of the other?—Yes, that is very probable. At the same time I got out figures for 1903 of the prosecutions in each county separately, and these are also curious as showing the very great difference between one county and another, without, so far as I can see, any very clear reason for the differences. I think the only conclusion possible is that the number of persons charged with sleeping out and begging depends far more on the practice of the police than the actual number of tramps in the county. Of course, the number of tramps in the county must make a considerable difference, but I cannot help thinking that the practice in different counties may make even more. It is very hard to compare different counties, because one does not know by what standard to compare them. I thought on the whole the most convenient way would be to arrange all the police counties simply by acreage; population, of course, has nothing to do with it, and on the whole it seemed to me most reasonable to accept the acreage as being a factor in the question of the number of vagrants more than anything else that I could think of. I take first the West Riding of Yorkshire compared with Lincolnshire. Lincolnshire for this purpose is treated as a whole county. The difference in size is inconsiderable; you may take them as pretty much the same. Persons prosecuted for begging in the West Riding, 2,317; in Lincolnshire, 2,307. That is what one might expect. For sleeping out in the West Riding, 1,219; in Lincolnshire, 242. That is rather a startling drop. It is still more surprising when we come to the next, the third largest county, which is Devonshire. There the persons prosecuted for begging are 186; those for sleeping out are 110. In the North Riding begging, 554; sleeping out, 149. And just take the fifth county, Norfolk: begging, 132; sleeping out, 55. In the case of Norfolk one can understand there may not be so many vagrants as in the counties in which more main roads to the north lie. That may be the reason, but if one reads out the numbers of persons proceeded against for begging in the five largest counties in succession: 2,317, 2,307, 186, 554, 132, I think that points more to a difference of practice in the police, than a difference in the number of vagrants. One might illustrate that indefinitely through this table. I will just take two other counties, Gloucestershire and Herefordshire. They lie not very far off. In Gloucestershire the acreage is about 800,000; in Herefordshire, 538,921. The difference in the number of prosecutions is very curious; in Gloucestershire the number of persons prosecuted for begging was 592; in Herefordshire, 65; for sleeping out in Gloucestershire, 305; in Herefordshire, 21. That points, I think, to some difference in practice.

1070. Have you any sort of record as to whether these cases were obtained from main roads which have big places of employment at their termini?—I am afraid not.

1071. You have nothing of that sort?—No; these figures are simply taken from our judicial statistics.

1072. (*Mr. Davy.*) Shall we have those figures?—I will hand them in if you wish it (*Return handed in—see Appendix XIX.*)

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1073. You have not compared those figures with the pauper vagrancy figures?—No, I have not.

1074. We can make the comparison?—Yes. There is one other comparison which may be drawn as an illustration of the great variety between one county and another. Take Cornwall and Wiltshire; they are of the same area practically. Well, in Cornwall the number of persons prosecuted for begging was 252, those in Wiltshire were 74; whereas on the other hand for sleeping out, in Cornwall 34 were prosecuted, and in Wiltshire 61. I have brought other figures from the judicial statistics which I think are certainly interesting.

1075. (*Sir William Chance.*) The persons who are convicted for sleeping out probably do not belong to the county in which they are convicted?—Probably not.

1076. I have here the figures of the mean number of vagrants for the same years for which you have given us figures with regard to the number of criminal vagrants. It is very remarkable; taking the first period of five years, 1859 to 1863, the average of your criminal vagrancy was 12,660, while the mean poor law vagrancy for these five years was 2,508?—Yes.

1077. Then for the period 1879 to 1883 we find the criminal vagrants are 25,879; while the mean pauper vagrancy of those five years is 5,763?—Yes.

1078. Those two periods show both criminal vagrancy and poor law vagrancy to have more than doubled?—Yes.

1079. Now, when we take the next series of years from 1884 to 1903 we find almost exactly the contrary. Taking the five years 1884 to 1888, we find criminal vagrancy is 27,765 and the poor law vagrancy is 4,754?—Yes.

1080. In the last five years, 1899 to 1903, criminal vagrancy is 23,794—a decrease of nearly 4,000—whereas poor law vagrancy taking the day and night return, which I think you must take for the purpose of comparison, was 10,774?—Yes.

1081. Thus, poor law vagrancy has doubled while criminal vagrancy has gone down?—Yes.

1082. Could you give any reason for that?—My own idea would be probably that from 1857 when police forces were first made universal up to 1879, say, they were getting more and more effective and more and more active. On the whole there was a tendency that way. Since 1879 I have no particular reason to think they have been getting more active.

1083. I see?—My own impression, from looking at the figures of summary prosecutions generally, has been that the number of summary prosecutions is very largely, if not mainly, influenced by circumstances other than the number of the offences committed. Such offences as drunkenness, or offences connected with drunkenness, depend a very great deal upon outside considerations, e.g., if there are special efforts made to put down drunkenness in particular districts; so that in certain cases one has come to the conclusion, it may seem paradoxical, but I think there is some truth in it, that an increase in the number of actual prosecutions, means rather a decrease in the amount of offences committed than the reverse, or at all events is coincident with a decrease in the number of offences committed. I think in one or two cases it looks very much like that, and something of that kind may be true of vagrancy.

1084. Do you think it has anything to do with the treatment of vagrants under the Poor Law having become more effective since 1882?—I should think it might very likely be so.

1085. (*Chairman.*) Have you any idea whether there has been any alteration in the action of the police since the new police authority started in the counties; I mean, have the standing joint committees had any effect upon the action of the police with regard to vagrancy?—Well, we have not had any evidence at the Home Office to that effect. I have got some other figures which I think may be interesting to the Committee (*see Appendix XIX.*)—the number of prosecutions for the offence of misbehaviour by paupers from 1857 to 1903. Those are the one set of figures relating to people who are undoubtedly paupers and most of whom, I presume, are more or less of the vagrant

class. From 1857 to 1903 the number of persons charged as disorderly paupers varies generally between 1,000 odd and 3,000 odd, but in 1868 the number increased from 2,985 to 4,423, and stayed above 4,000 the following three years, falling again in 1872 to 3,213. Such an increase in the range of figures is very marked, and whether it is to be explained by the Local Government Board Circulars, and an inquiry into the London casual wards at that time, I cannot say; it may have been due to a tightening up of the discipline. I think it is probably, because the other exception to the general rule of the numbers varying from 1,000 to 3,000 occurred in 1883, when the number went from 2,841 to 4,262. I should be inclined to attribute that particular increase in numbers to the Local Government Board Circular of 1882.

1086. Would that apply to the whole of England or only to the Metropolis?—To the whole of England in 1882, but that cannot be more than conjectured, and one may say that up to 1899 the figures have fluctuated in a way that it is very hard to say is anything but purely casual, but from 1899 there has been such a curious and progressive increase in the number of persons dealt with as disorderly paupers that I think it is quite impossible to suppose that is purely casual. I will read out the figures: 1899—3,632; in the following years they have been, 3,717, 5,118, 5,959, 6,496. Not only for the last three years have the figures been higher than in any previous year, but they have also shown a very marked upward tendency right up till last year.

1037. Are those offences committed within the walls of workhouses?—Of workhouses.

1088. (*Mr. Davy.*) Or casual wards?—Or casual wards; I think most of them are committed in casual wards.

1089. (*Chairman.*) All inside offences?—Yes; in the workhouse and the purlieu of the workhouse.

1090. Within the workhouse premises?—Yes.

1091. (*Dr. Downes.*) Do the returns distinguish between casual paupers and ordinary inmates?—No, I am afraid not.

1092. (*Chairman.*) Have you any more figures?—No, no more figures.

1093. Now we come to sentences on tramps. Have you any reliable record as to these sentences?—I am afraid one cannot say more than that they range up to three months, and so far as we know there is very little principle in determining which get seven days and which get a month. The number of courts of summary jurisdiction is over 1,000, and for each court there is a large number of magistrates, and they all have a right to exercise their discretion, and it is only natural that opinions should vary very much. I do not know that the opinions as to what is the right sentence in a particular case vary more among the courts of summary jurisdiction than they vary in the higher courts.

1094. I suppose the court would vary from the action of a single magistrate to the action of a court composed of a considerable number?—Except that a single magistrate is limited in the extent of his powers.

1095. Yes, but he has the power of sentencing a refractory pauper, for instance, to imprisonment?—Yes, for not exceeding fourteen days. It is rather a complicated matter sometimes. It depends upon the actual statute whether one magistrate can act or whether two must act, and I should not like to say, off-hand, when two must act and when one may act. It depends on the statute in each case.

1096. Then the question that I asked you just now was right, namely, that the court may begin with the action of a single magistrate, with imprisonment for fourteen days, and may extend to the court composed of a number of magistrates with much longer imprisonments?—Yes.

1097. I only ask that to note the fact that a court may be very limited in its numbers; consequently, that might bear upon the question of the punishment inflicted?—Yes.

1093. Can you give us any instances of variety of the courts dealing with similar offences: take for instance paupers tearing up their clothes; now that is a common offence?—I am afraid not; the fact is the Home Office

hears of so very few sentences of less than a month that one must say that officially we have very little experience of the lesser sentences.

1099. (*Mr. Davy.*) The Home Office returns do not give the sentences under fourteen days separately, do they?—No.

1100. They lump them together?—Yes.

1101. (*Chairman.*) Well, then as to the sentences on tramps, what information have you?—The information in the possession of the Home Office does not go beyond the fact that the sentences given vary from the maximum down to being let off with a caution, and that magistrates exercise the discretion vested in them very freely.

1102. (*Mr. Davy.*) The consequence is there is a great want of uniformity in the sentences given for the poor law offences?—Yes; for that and all other offences.

1103. Have you any suggestion for securing greater uniformity?—I think in the case of vagrancy it would be a very great advantage to fix a statutory minimum. There used to be a considerable number of minimum sentences for various offences punishable summarily. Before 1879 the system of having a minimum was open to an obvious objection. A magistrate might well have in his mind that if a man was found guilty of a particular offence he had to be punished for it, and it was rather harsh to fix a minimum of the amount of punishment to which he must be subjected. In 1879 the minimum sentences were practically abolished, except that a saving was kept for fines under the Militia and Volunteer Acts. Since then there have been some statutory provisions fixing a minimum penalty. There was one under the Cotton Cloth Factories Act, and there are several now under the Factories Acts. The objection which might have been felt to a minimum sentence before 1879 has been largely taken away by the Summary Jurisdiction Act of that year, which explicitly and expressly allows magistrates either to find a defendant guilty, but let him off with a caution, or not to convict him at all, if they think the offence is too trivial to merit punishment. Now I would suggest to the Committee that the reason for making a minimum sentence of imprisonment in such a case as an offence under the Vagrancy Act is really stronger than any reason for imposing a minimum fine. No actual harm need be done by imposing too low a fine; that is to say, if a man deserves punishment at all, it is better that he should get fined a low fine than get no fine at all. In the case of imprisonment it is different. To send a man to prison for a few days is quite likely to do him no good at all, while it causes a considerable expense and trouble to the country, and in some cases to send him to prison for just a few days may really be what he prefers. I would submit to the Committee, therefore, that it would not be unreasonable to say to magistrates that for offences under the Vagrancy Acts, if you do not think that the man deserves being sent to prison for fourteen days, you ought not to send him to prison at all, but should deal with him under section 16 of the Summary Jurisdiction Act. That would, at all events, be an approximation to uniformity by abolishing all those short sentences of seven days and under which give so much trouble, and according to common experience do no good whatever.

1104. (*Chairman.*) I daresay you are aware that Sir John Bridge recommended very strongly with regard to habitual inebriates that there should be a practice of binding over the convicted man to come up to seek judgment again?—Yes.

1105. Now do you think a similar practice would be useful with regard to the vagrant?—I think it would be rather hard to get your vagrant to come up for judgment. I think the fact of his being a vagrant would make it more difficult than in most offences.

1106. Because he is a vagrant?—Yes, because he is a wanderer.

1107. But, on the other hand, he would have that hanging over him. If there were two recorded convictions against that man on which he had suffered no imprisonment, he would have them hanging over him with a view to cumulative penalty if he came up a third time?—Yes.

1108. I do not know whether you have considered that question at all?—Well, at the present time the magistrates have that power of binding over.

1109. They have the power now of binding over?—Under section 16, I think it is, of the Summary Jurisdiction Act, but I think in the case of vagrants it is very little used.

1110. (*Mr. Davy.*) The vagrant wanderer is the person of whom we are speaking now?—Yes.

1111. Still there are a good many persons convicted under that Act and sent up for very short sentences who are workhouse inmates?—Not under the Vagrancy Act, surely.

1112. They are workhouse inmates?—Disorderly persons, but it is under a different Act—the Pauper Inmates Discharge and Regulation Act, 1871: they are treated as though they were people under the Vagrancy Act.

1113. Anyway, you can proceed under either Act; but the Chairman's suggestion of binding over would be useful in those cases, would it not?—In the case of disorderly paupers?

1114. Yes?—Certainly, I think it would be very useful.

1115. (*Chairman.*) Instead of sentencing this man to a sentence of seven days you would bind him over and, if necessary, you might bind him over a second time, but then the third time he would probably be dealt with with some severity?—Yes, that would be very useful in the case of refractory paupers.

1116. (*Mr. Davy.*) As a matter of fact magistrates do something of the sort now?—Binding men over?

1117. They do not actually bind them over but they say: "We will let you off this time, but if you come up again—" ?—Yes, they do.

1118. (*Chairman.*) That was the system with regard to inebriates which I said just now was very strongly recommended by Sir John Bridge?—It has been done.

1119. (*Mr. Davy.*) To go back to your minimum sentences, would there not be the objection that magistrates would be unwilling to convict?—I think if it was clearly explained to magistrates, if their attention was specially drawn to the section which allows them, even though they convict, to let a man off with a caution, perhaps ordering him to pay costs or not even doing that, I think there would not be that objection. There would be the other objection, no doubt, that a certain number of people would escape punishment altogether who at present get seven days, but if the seven days does effect no good at all, but only harm, so much the better that a man should get off without the seven days.

1120. It is better in fact to let a man off than to give him his heart's desire which is to go into a prison?—For a few days and nights, remembering that seven days' imprisonment with hard labour only means four complete days' hard labour.

1121. (*Captain Showers.*) But that would still get him on his road which is the primary object of his going to prison, inasmuch as he gets taken by rail instead of marching?—Yes, but one need not mind that if he goes to prison for fourteen days; if that was made the minimum.

1122. (*Mr. Davy.*) You suggest fourteen days as the minimum?—I should suggest that for the consideration of the Committee.

1123. There would be certain advantages in twenty-eight, would there not?—I think there would, but I think that would be too high a minimum undoubtedly for an offence under the Vagrancy Act.

1124. You find there would be a difficulty in putting that in force?—I think so; I think there would be too many tramps let off altogether.

1125. (*Captain Eardley-Wilmot.*) Would you confine your minimum simply to offences under the Vagrancy Acts?—I think there is something to be said for a general minimum of imprisonment.

1126. Would it not rather exaggerate the importance of the crime of the tramp if that were the only crime for which there is a minimum put?—Yes, there is something to be said for fixing a minimum like that for all summary convictions. I do not wish to suggest it at the present moment because we are only on the subject of vagrancy, and I certainly think there is

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more to be said for fixing a minimum for offences under the Vagrancy Act than for any other class of offence that I can think of.

1127. (*Dr. Downes.*) With regard to the suggestion for binding a man over with a view to subsequent cumulative punishment, would not that involve some method of registration of identity; the man might go on to another place and the second conviction might be in another court?—Yes.

1128. How would you identify John Smith for example in the second court, or the third court?—Well, I doubt very much whether it would be worth the labour involved, but it is only well to remember that at the present time finger-printing has furnished the police and the prison authorities with a means of registering and classifying all persons sent to prison, far beyond anything that was ever thought of till just the last few years, and I should not like to express any opinion as to whether it is worth while; but it would be perfectly possible to finger-print every vagrant in the country and have a central registry of vagrants, and probably they could be so classified that it would be perfectly possible to pick out any vagrant in the course of a few hours' notice; but it would be a very big business indeed.

1129. Some system of registration of identity would seem to follow in order to make the system effective?—I think if such a system of registration was to be established there would require to be very much stronger evidence of the necessity for it than we have at present.

1130. (*Chairman.*) With regard to the short sentences are you aware that in another inquiry, Sir Andrew Clark stated that the worst thing that you could do for an inebriate was to put him into prison for seven days; that at the conclusion of that seven days he would come out in a state of absolute raging thirst for alcohol—in a much worse condition than when he went in?—I was not sure on what authority it was, but I have heard that stated as being the fact, and I suppose no one could be a better authority for the statement than Sir Andrew Clark.

1131. Under those circumstances, looking at the tramp who is also an inebriate, the very worst thing you could do for him, either from a curative or a punitive point of view would be to give him a sentence of seven days?—Yes.

1132. You agree with the evidence given in regard to the diet in prisons by Major Clayton?—Yes.

1133. (*Mr. Davy.*) Major Clayton said that he did not attribute the rise in convictions to the prison diet at all?—Well, I should not like to attribute the very marked rise to which I referred, either exclusively or even mainly to the improvement in the diet. I think it is clearly attributable to something and should be more inclined to attribute it to the general feeling that in prisons generally the discipline has been made easier. Whether that impression was very well founded or not it would have exactly the same effect on the ordinary man. I mean to say to put it in another way, I should have expected the increase to come about before the prison rules actually came into force, because there had been so much talk about relaxing prison discipline. I should prefer to put it in this way—that I think the increase in the number of refractory paupers brought before the magistrates since 1899 must be ascribed to an impression on the part of the paupers that prison is much easier than it was, but it does not follow that that impression is altogether well founded.

1134. (*Dr. Downes.*) The increase of refractory paupers did not commence till 1901, according to the table which I have before me?—The rise was much more marked after 1900.

1135. (*Mr. Davy.*) May I ask what was the date of the abolition of the crank and the treadmill in prisons?—They were abolished gradually. I do not think it would be possible to say exactly when, but as opportunities occurred the crank and treadmill were removed.

1136. Was it within the last ten years?—Oh, yes, all since 1899.

1137. So that apart from any improvement that there has been in the dietary, in other respects the prisoner has been a good deal less hard-worked in prison?—Well, he has been worked in a different way.

1138. I suppose there is no doubt that there has been a general amelioration in the conditions of prison life since 1899?—Prisoners certainly seem to think so.

1139. Will you say here what you think about the prison diet?—Of course, there is the obvious difficulty that a prison diet must be adequate for all the people to whom it applies, and it would be a very difficult thing to apply a different diet to different classes of prisoners; and it is obvious further that the social standard of the average prisoner sentenced to hard labour is much higher than that of the vagrant in the casual ward, therefore unless you can get some system, the possibility of which is very doubtful, by which you can make vagrants a special class in prison, it seems to me inevitable that the diet in prison should be rather higher than what might be actually necessary for them.

1140. In point of fact, the standard of comfort of the vagrant is less than the standard of comfort of the average prisoner?—Oh, very much less. The average of the prisoner on hard labour is raised a great deal by the inclusion in that class of persons of the most respectable position who have been accustomed to live very well.

1141. (*Chairman.*) Does not what you have been saying point to this: that the only remedy would be somewhat of an increase in the length of punishment?—I think so.

1142. That as to the man who takes himself, we will say, into prison on the ground that he will get better treatment than in the casual ward, the only way of meeting that is to give him a longer period of punishment which might be a deterrent to his wishing to become an inmate of a prison?—Yes, the difficulty of punishing him more by punishing him more rigorously is so great that it would be better to make the punishment longer; put it in that way.

1143. In other words not to imprison a tramp for the sentence of seven days, which you truly say is really, as far as the hard labour goes, only a sentence of from four to five days?—Yes.

1144. There is one other matter. What have you to say with regard to the children of tramps?—So far as the Home Office is concerned we see no reason why the existing law is not sufficient. We believe that section 14 of the Industrial Schools Act, 1866, is quite sufficient to meet all reasonable requirements. Under that section a child can be sent to an industrial school if he is either begging or wandering, and not having any home or settled place of abode, or proper guardianship, or visible means of subsistence, or frequents the company of thieves. And the Chief Magistrate at Bow Street has, I believe, held, and the Home Office has in consequence taken the view that a child may be rightly held not to be under proper guardianship even when it is with its parents, if they are not the kind of people who can give it proper bringing up.

1145. With regard to industrial schools, is there a sufficient amount of accommodation for children?—Yes, I believe so. In the matter of health, difficulties as to admission sometimes arise, but I can say that during the last ten years there have been 67,567 children admitted into industrial schools who have been begging or found wandering, or destitute, or orphan, without any particular offence.

1146. There is no difficulty with regard to the sexes; I mean there is sufficient accommodation both for girls and for boys?—I believe so. If there was a large increase in the number of committals the difficulty might arise, but experience has shown that it has been met.

1147. And has the practice of sending these children to the industrial schools been satisfactory, as far as you have been able to judge?—Very satisfactory, I believe.

1148. Then you would be strongly in favour of that method of dealing with the tramp children?—I think the Committee might possibly at a future date like to hear the Inspector of Reformatory and Industrial Schools; it is a matter in which he has taken a very keen personal interest.

1149. (*Sir William Chance.*) You have said that section 14 of the Industrial Schools Act, if it is put in force, is quite adequate for the purpose of dealing with the children of tramps?—So far as we know.

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1150. Well, now, as a matter of fact, has it ever been put in force?—I was under the impression that it had.

1151. Against children who are wandering about with their parents, or professing parents, on the roads in the country. It has been put in force against children who were found wandering about the streets without any care, or anybody to look after them; but it has never been put in force, I believe, against the actual tramps?—I was not aware of that.

1152. Well, it was for that reason that we wanted to strengthen the law. There has been a great desire all over the country to strengthen the law with regard to dealing with the children of tramps?—Yes.

1153. The Vagrant Children Protection Bill was drawn up and drafted because it was found that neither the Act of 1866, nor the Prevention of Cruelty to Children Act, 1894, was adequate to deal with this particular question?—Yes; well, is it not rather the fact that there have not been people to put the present law in motion, than that people have tried to put the present law in motion and failed? Are there many cases in which people have tried to put the present law in motion against the children of tramps and have failed to do so? I am not aware of any case. There may be, of course, but at the Home Office we certainly believe that section 14 is perfectly sufficient if there are people about the country who will use it in suitable cases for the benefit of tramp children; and that possibly what is wanted is not so much an amendment of the law as more activity on the part of people outside the towns, in the country districts.

1154. I take it your opinion is that under the Act of 1866 these tramp children can be dealt with?—That has been the opinion of the Home Office.

1155. Well, is it not rather a defect in the Act of 1866 that it makes no provision whatever for the punishment of the parents?—I am not sure of that.

1156. A person responsible for the children?—Possibly that was the case. The opinion of the Home Office now is

that, so far as we know, that has been sufficiently supplemented by subsequent legislation, notably, the Prevention of Cruelty to Children Act.

1157. But that Act does not deal with the parent, or the person who is responsible for the wandering about of the child?—I think the view of the Home Office is that if a parent has been cruel to his child the law allows him to be punished, but if he has not been cruel he ought not to be punished.

1158. And the actual fact of roaming about with a child is not considered cruelty?—Well, at the Home Office we rather dislike extending the criminal law.

1159. You would say "yes" to that, would you not; I know that is the opinion of the Home Office?—Yes; we should be reluctant to admit that that *per se* is necessarily cruelty.

1160. And that is really the reason I think why these Acts have not been put in force to protect these children; that it has not been considered cruelty within the two Acts, the Prevention of Cruelty to Children Act, and also the Act of 1866?—I daresay that has been the reason that has prevented more action being taken under the Act.

1161. I think one of the objections of the Home Office to the Vagrant Children Protection Bill is that it creates a new offence?—The Home Office always objects to any new offence being created, unless there is a clear case of necessity for it.

1162. And also that it would give a considerable amount of additional trouble to the police?—I do not think we should mind that.

1163. You would not mind that?—No.

1164. (*Chairman.*) Then, in your opinion, the industrial school system meets the case of the vagrant children?—Yes.

1165. (*Sir William Chance.*) And if it does not, it might be possible to strengthen it?—Certainly.

1166. Would it be possible to bring those children under the Industrial Schools Act of 1866?—The law at present allows it.

FIFTH DAY.

Tuesday, 29th November, 1904.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON

Mr. F. L. TURNER (*Secretary*).

Mr. H. B. SIMPSON, further Examined.

1167. (*Chairman.*) I think the last matter you were dealing with was the industrial school question, was it not?—Yes.

1168. Have you anything more to say with regard to that?—I do not think so, so far as the Home Office is concerned. They think the present law is sufficient if it were put in force, and that to go beyond the present law is unnecessary, and it might possibly be mischievous.

1169. Do you think that the description as given in the Act of the qualification of a child to be put into an industrial school is sufficient?—We believe that it is, but at the same time it is possible that some magistrates would not hold that "not being under proper guardianship" included children under

guardianship of parents who are not fit to take care of them. The Chief Magistrate at Bow Street has expressed his opinion and has held that it does include such children, and whenever we have been asked an opinion on the subject we have always said it does, but the mere fact that we have been asked the question suggests that it is possible that in some parts of the country magistrates might take a different view.

1170. That was really what my question was aimed at—the description of children under the control of their parents?—Well, according to the Chief Magistrate's ruling at Bow Street, when once you say that a child is not under proper guardianship, although he is under the care of a parent who is tramping the country, that gives

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29 Nov. 1904. 1171. That ruling has never been questioned since?—No; he acts on that opinion, I believe, when it comes before him. I do not know whether many cases do come before him, but I believe he would be quite prepared to act upon that opinion. It has never come before the High Court, so that you cannot say that it is fixed law, but we have never felt any doubt that it would include that.

1172. As far as you know, it has never been questioned?—As far as I know, it has never been questioned in a court of law.

1173. (*Sir William Chance.*) As it has not been questioned, would you be willing to inform clerks to magistrates of the power?—I think that, if the Committee suggested anything like that, the Home Office would have no objection to giving such notice to magistrates.

1174. (*Chairman.*) Now with regard to police officers being employed as assistant relieving officers for vagrants, what is the view of the Home Office?—Up to 1888 the Home Office had to decide with a view to the Government grant what duties might properly be discharged by the police other than the duties of peace officers; and the duty of relieving officers was always held by the Home Office to be perfectly proper police duty. As to whether it is a good thing that police officers should do this work or not, it cannot be said that the Home Office has any definite opinion; opinion varies so much. Among our own Constabulary Inspectors at the present time there is a difference of opinion, and we know quite well that among police officers throughout the country there is a similar difference of opinion, and the Secretary of State has not decided; he thinks the local authorities are the best people to decide. To give an illustration of the sort of way in which it may come before the Home Office, and also to show the sort of reason why some police authorities may not think it advisable for their men to be employed as relieving officers, I might refer to the case of Cumberland and Westmorland in 1880. Up to then the police officers were employed as relieving officers, and in 1879 the Local Government Board had a report from one of their Inspectors speaking very strongly of the slovenly way in which the Poor Law was administered in that county, and a part of the laxness of administration was that the authorities employed police officers instead of taking other measures for carrying out the law which might have been better. Of course, so far as regards the administration of the Poor Law, the Home Office was not concerned; but we did see that the throwing of a duty of this description entirely on the police was an evil from the point of view of police administration. For instance, we heard that one police constable, who was appointed relieving officer, was out on his beat all day and his wife acted as relieving officer, and that in a single day she might have to give relief to as many as thirty or forty vagrants. Of course, that is an utterly wrong position for a woman to be in. We could not help having a suspicion, from what we heard, that the vagrants simply blackmailed this constable's wife; it was in an out-of-the-way district and in a case like that the Secretary of State had no hesitation in saying that system ought not to continue from the police point of view.

1175. Cumberland and Westmorland being a very thinly populated part of England, the police are no doubt at a considerable distance from one another, and the time taken on their beat is much longer. Where, as in that case, they are far apart, there would be greater difficulty in combining the duties of police officer and relieving officer?—Exactly.

1176. Probably the Home Office had that in view also?—Yes, I think so.

1177. In counties, where you have, as I say, the police a long distance from one another, there would be greater difficulty in the police officer doing his duty to the police and also as relieving officer?—Yes.

1178. And in that case probably the wife came to be employed, because there were no other stations near?—Yes. I did not mention the case as being typical of what goes on at the present time; I mentioned it rather as the kind of case which might at

that time have given the impression, the wrong impression, that the Home Office was against the employment of police as relieving officers at all. We have had nothing like that recently; and supposing the local authority finds the police can do their proper duties as police officers, and also act as relieving officers, the Home Office certainly would nowhere object to that.

1179. (*Mr. Davy.*) Would it not be less trouble for a policeman to pass a mendicant on to the workhouse, than to bring him to the police station and charge him?—Yes, I suppose it would; but a vagrant is not to be charged at the police station simply because he is a vagrant.

1180. I said a mendicant?—If a vagrant came and asked for bread at a police station, would he be a mendicant? Would he not rather be asking for poor law relief, if the officer there was relieving officer?

1181. What I am driving at is this: if the policeman is also the relieving officer, he might find it easier to get rid of a man, whom he might take in charge for some offence against the laws, by sending him to the workhouse rather than by taking him in charge?—Well, yes, that is true.

1182. As a matter of fact, that was one of the great objections on the part of the police authorities?—From what I have heard of police authorities lately, it seems to me the objection they have in their minds is rather a kind of theory that a police officer should be nothing but a peace officer. If the police authority has an objection—they may give other reasons, but I think it is a great deal that they like to think of a policeman as being a peace officer only.

1183. (*Captain Showers.*) Do you not think there is an advantage in the police officer being the relieving officer; he sees those tramps who come into the place, whether they go to the workhouse or not; if anything happens he goes to the workhouse and he can identify them?—I have heard that argument advanced for employing police officers as relieving officers; but then, on the other hand, I have heard the answer made to that: "Well, if there is any man who is likely to get into the hands of the police for committing criminal offences he will not apply at a police station for relief. If the police act as relieving officers they do not in that capacity see much of the men in whom they are interested in another capacity." I have heard that answer given.

1184. (*Mr. Davy.*) You are aware that in a good many unions the police, as a matter of course, look in at the vagrant wards every day?—Yes.

1185. And see the tramps?—Yes.

1186. That would be advantageous, would it not?—I should think it would.

1187. And, speaking generally, I think you would agree that some sort of co-operation between the police and the poor law authorities is necessary in treating vagrants?—I think so.

1188. (*Sir William Chance.*) The employment of police officers as assistant relieving officers is only for giving an order of admission to the casual ward?—I think that is the only use to which they are put as assistant relieving officers.

1189. Are you aware of the Circular of the Poor Law Board of 1868 which points out the advantage of employing the police as assistant relieving officers:—

"A sound and vigilant discrimination as regards those who apply for relief as casual poor, with a view to distinguish between those whose destitution gives them a claim to such relief, and those who, not being destitute, throw themselves habitually on the public rates or on private charity, is of primary importance; and the guardians will best secure the proper exercise of this discrimination by placing the relief of the casual poor in the hands of officers who, while they relieve the destitute, will at the same time have sufficient firmness to repel the impostor. The employment, where practicable, of some member of the police force, or of some person clothed with the authority of a constable, as an assistant relieving officer for this purpose, is shown by general experience to be the most expedient course. The professional

tramp will be comparatively unwilling to confront such an officer, while to the honest but destitute wayfarer his inquiries will occasion no alarm"?—

—I do not think the Home Office would have anything to say against that. If the poor law authorities think that it is good for the administration of the Poor Law that police officers should be employed, the only condition that the Home Office would lay down would be that it should not interfere with the exercise of their functions as peace officers, and though the Home Office have laid down that as a *sine qua non*, as a matter of fact they do not hear of instances in which their employment as relieving officers does in any way interfere with their more primary duties.

1190. (*Chairman.*) You have had no complaints?—No, no complaints lately.

1191. (*Sir William Chance.*) Are any regulations laid down as to how the police should be employed in these duties?—No.

1192. None at all?—Up to 1889 the Home Office had this power of regulation, that the Secretary of State decided what Government grant should be given to the local forces, and he had the power at that time of saying no grant shall be paid in respect of the money paid to officers for doing certain duties. In that way the Home Office had to lay down certain duties that the police could perform, and certain duties which they could not perform; and employment as assistant relieving officers was always a duty that the Home Office recognised. Since 1889 the Home Office has had no such function, and it is a matter for local decision.

1193. (*Mr. Davy.*) That is by the joint committee, I suppose?—In counties, the standing joint committee.

1194. (*Sir William Chance.*) I suppose where the police are used as assistant relieving officers they are paid for the performance of their duties?—I believe they are.

1195. By the board of guardians?—Yes, I believe so.

1196. (*Mr. Davy.*) The system is in very general use, I believe?—In thirty-six counties police officers are employed as assistant relieving officers, and in twenty-one they are not. That is of the county police.

1197. (*Sir William Chance.*) I think that in Wales they are employed very largely?—Yes, it is largely the custom in Wales.

1198. (*Chairman.*) Now, what is your opinion with regard to the system of inebriate reformatories; how far may they be taken as a precedent for labour colonies?

—There is great difficulty in drawing any conclusion from inebriate reformatories with regard to labour colonies for several reasons; first, that though the system has made a very promising start indeed, it has only been in force a short time, as the Act was only passed six years ago; therefore, you may say the system is in its infancy. Secondly, most of the people who have been committed under it are women, and comparatively few men. And thirdly, there is not so much difficulty in securing their detention, as there would be in the case of vagrants. But with that proviso, I think the Committee will probably find it interesting to know what is the Home Office experience with regard to these inebriate reformatories. Certainly, up to now, they have made a very good start, and we have every hope of their doing great things in the future.

1199. How many are there now in work?—There are about eleven places certified as inebriate reformatories at the present time.

1200. Were there not thirteen voluntary ones at the time of the Inebriate Inquiry?—Yes, I think that may have been so.

1201. Under Dr. Hoffmann?—Retreats.

1202. Yes?—As a matter of fact, I think two of the retreats were certified as reformatories, but I do not think either of them is now being conducted as a reformatory. The interesting thing about the inebriate reformatory system is that it is purely experimental, and it has worked out entirely differently from what has been expected.

1203. Better?—I think better, but at all events different; the classification is quite different. It should be remembered that there are two classes of people who can be committed to inebriate reformatories—

one is the drunkard who commits an indictable offence owing to drink; the second is the drunkard who is convicted four times within twelve months of some petty offence involving drunkenness. It was thought that for the first class it would be well to have a State reformatory, because he really is a criminal: for the second class it would be better to depend on private enterprise in the same way as reformatory and industrial schools. Though the process is still in course of evolution, since the Act was passed a great variety of different institutions have been started. The Inspector, Dr. Branthwaite, a man of most abundant energy, has taken a great deal of pains to foster different types of reformatories. The consequence is that you get one at, say, Chesterfield—it is a private house in pretty grounds—with practically no means of restraining the inebriates if they wished to leave; that is for one class. Then you get another, that was formerly a workhouse, at Lewes; that is for rather a lower class, and now already there is a sufficient variation of type that they can be transferred from one to another. A curious point is that it has been found that the people who are sent to a reformatory under section 1 of the Act, that is to say, those who have committed indictable crimes, are really the more suitable people for private institutions than some of the others; so, though now there are two State reformatories started, one for women at Aylesbury, and one for men at Warwick, the use they are mostly put to is to receive inmates who are too bad for the other institutions. Duxhurst was a retreat, a voluntary place, under the old Inebriates Acts; and at the present time they take selected cases there; but I believe they are thinking of giving up their certificate for a reformatory. Brentry was a pre-existing institution. That was started as a voluntary institution, and that is the only reformatory at present which takes both men and women. Mr. Burden was very much interested in starting these reformatories and he took a great deal of interest in Brentry. A great number of the counties and boroughs agreed to contribute to the cost and reserve beds at Brentry, so that the people could be sent from their districts to Brentry, and they got more and more of the management, and now it is practically given up to the hands of a committee who represent the local authorities interested. The county authorities again have just opened a reformatory for Lancashire. Then there is to be one in the West Riding, which is being managed by the local authority, and there is one that the London county council is managing. So you see in the case of these reformatories there is every type—purely private institutions, local authorities, State management—and that has proved to be a most useful arrangement. I should only suggest to the Committee that it might be interesting for them at a later date to hear what the Inspector himself says; especially for this reason, that it is quite impossible at the present time to say what the cost of maintenance of men at one of these reformatories is. All I can say is that the cost has been reduced steadily at the privately managed ones, and those that have been managed by local authorities have not been established long enough for any opinion to be expressed about that.

1204. (*Captain Eardley-Wilmot.*) Is there not a State subvention of so much a head?—Yes.

1205. Do you know how much that is?—Well, I believe at the present moment it is being discussed with the Treasury. I forget now what it was started at.

1206. (*Mr. Davy.*) I think I see what is in your mind, but is it quite clear on the evidence what is the connection between what you are saying now and the labour colony?—The connection is this, that the one practical scheme that has been put in black and white for a labour colony, that is to say, Sir John Gorst's Vagrancy Bill, follows word for word the Act setting up the inebriate reformatory system.

1207. And I suppose what you are suggesting is that as a variety in the character of the different inebriate reformatories has been useful, so a variety in the character of the labour colonies would be useful?—Yes. For instance, it is quite possible that one of the present inebriate reformatories might, if an Act such as Sir John Gorst's Bill were passed, be certified also as a labour colony. It is quite possible that there might be two institutions certified for both purposes.

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1208. When you speak of an inebriate colony run privately, would that be by a private charitable society, or would it be run as a commercial speculation?—Well, of the inebriate reformatories there are none being run as a speculation that I know of.

1209. You mean then run by private philanthropy?—By private philanthropy.

1210. (*Chairman.*) Some of those previous to the Act were run to a certain extent commercially; in this respect, that they took in a large number of private patients?—The retreats?

1211. The retreats, I mean; are they still going on?—They are. Nothing can be a reformatory unless it is certified by the Secretary of State, and I doubt very much whether the Secretary of State would be inclined to certify as a place to which people might be committed compulsorily, any place which was run as a commercial enterprise.

1212. I was not suggesting that those are places to which people can be committed; those are the voluntary ones, of course?—Yes.

1213. They admitted paying patients; I do not say they were paid for entirely, but they were paid for, very largely, by the contributions of the patients?—Yes.

1214. Supported to some extent by philanthropic people?—Yes.

1215. And further supported by the contributions of many of the patients?—I believe it is more usual for the patients' friends or relatives to offer to pay to induce them to go there.

1216. (*Mr. Davy.*) This seems to me to be a very important point. In your judgment would it be possible to give compulsory powers of detention in labour colonies, or in any other institutions, to societies or individuals who were working those institutions for a profit?—If the powers of certifying the institution as a place of legal detention rested with the Secretary of State, I think he would be very reluctant to give a certificate to any place that was being run for the purpose of profit, but I have no authority to speak for him.

1217. Leaving apart whether it was run for a profit, would there be objection if incidentally a profit were made by some private society; would not that be an objection to giving the society compulsory powers of detention?—I should not like to say that if the Secretary of State certified a place as a proper place for compulsory detention on philanthropic grounds, it would afterwards lose the certificate simply because some profit happened to be made from it. I think probably it would be necessary to make some regulation as to how the profit should be spent.

1218. Some sort of investigation of accounts would be necessary, would it not?—I think certainly the accounts would have to be open to some sort of audit. But I should like to add this, that I think it would be perfectly possible to have an institution free from audit except in one particular department of it, which would be your *quasi* prison, and have only the accounts of that part of it open to some sort of public audit.

1219. (*Sir William Chance.*) Sir John Gorst's Bill only referred to vagrants committed under the Vagrancy Act, 1824, or the amending Acts. The persons who may be dealt with under the Act fall into three classes:—(1) idle and disorderly persons; (2) rogues and vagabonds; (3) incorrigible rogues. This Bill would not touch the ordinary vagrant?—It is an extension of the Vagrancy Act, 1824.

1220. Yes, but it does not cover the ordinary casual tramp?—No, it deals with vagrants as offenders against the law, as criminal offenders.

1221. If as the Poor Law Unions Association want, as was told us yesterday by Mr. Brown, our tramps are to be sent to these colonies, this Bill would have to be extended to cover them?—Yes. If they wanted to send any one to the labour colony, besides persons who had committed some criminal offence, certainly the Bill would have to be extended.

1222. (*Mr. Davy.*) As I understand, as regards the means of detaining in an inebriate colony, the patient makes a statement before a magistrate that he is willing to

be committed?—Oh, no; those are the voluntary retreats. In an inebriate reformatory he is committed just the same as if he were committed to prison.

1223. It is suggested that vagrants before going to a farm colony should make a similar sort of statement of willingness to be committed?—Yes.

1224. To sign an agreement in fact?—Yes, to make the labour colony not only equal to an inebriate reformatory but also a licensed retreat.

1225. As a mean between a purely voluntary system and one of committal for a definite period?—Yes, that would be; it seems to me the analogy of the inebriates would make that quite feasible.

1226. That is a form of compulsion which has been very much advocated, as perhaps you know?—I have not heard much about it. I do not think there would be many vagrants who would be prepared to swear away their liberty—if I may put it so.

1227. (*Chairman.*) Do you think it possible or probable that vagrants would sign themselves away—as the old term was in the inebriate retreats—after experience of life on the road?—I have no means of judging, but I should have thought *a priori* that it was exceedingly improbable.

1228. (*Mr. Davy.*) Then as to the compulsory sending to a reformatory—not to a retreat—the suggestion is that as inebriates are sent for their mode of life so vagrants might be sent not for a specific act, but for their mode of life?—I think that seems very reasonable, because that is the marked feature of the Vagrancy Act throughout, that it deals with people not so much for a particular offence as for their mode of life.

1229. For their mode of life?—One might refer on that point to the case of *Pointon v. Hill**, where it was laid down very specifically that the Act was only aimed at the persons who led a particular mode of life. That was a case of colliers on strike taking round a cart and asking for alms, and looking at the particular section it was said, "Are they not beggars?" and the courts said "No, they are not beggars, because it is not their ordinary mode of life"—and they quashed the conviction. The Vagrancy Act is a very remarkable Act in that way; it is logically and scientifically drafted though it is a consolidation of a number of pre-existing Acts; it has been drafted in a way which I should think it would be very difficult to find a parallel for in any other penal Act. It has worked exceedingly well, and it has given the opportunity of bringing in other classes easily. Perhaps this is rather off the point, but to illustrate the nature of the Act take the Vagrancy Act of 1898 which is a very good example. What it was wanted to hit was the *souteneur* who lived on the earnings of a prostitute. It was found very difficult to make that a criminal act; in the ordinary sense you could not define any particular act, but by allowing him to be treated as a "rogue and vagabond," the difficulty was removed and the statute has worked smoothly. And I think there are other cases in which a lot of people living a disorderly mode of life have been brought within the Act of 1824.

1230. That Act anticipates the modern philanthropic way of dealing with crime by allowing magistrates a certain power of relief; I mean they can give way-tickets?—Yes; that provision, if I may say so, seems to me a little out of harmony with the rest of the Act; the rest of the Act is penal.

1231. To go back to my original point, there would be a difference between inebriates and vagrants, would there not, in this way, that an inebriate would not be quite *compos mentis*?—Not quite; but I am not sure with the vagrant.

1232. (*Chairman.*) He is supposed to be?—Well, it is a difficult point; the common phrase "borderland cases," I should imagine, might be applied to a great number of tramps just as much as to inebriates. It is very hard to draw the line between defective intelligence and diseased mind.

1233. You are aware, of course, that in the case of an inebriate, he must either plead guilty or be found guilty in order to be committed by the court to an inebriate reformatory for a certain number of years. Would you contemplate a change in the law with regard to vagrants

* L.R. 12 Q.B.D. 306; 53 L.J.M.C. 62; 48 J.P. 341.

which would put them in the same position as inebriates under the Inebriate Act, namely, that they would be brought before the court and tried, and found guilty of being habitual vagrants, and then committed to a labour colony?—Certainly. The suggestion in the Vagrancy Bill is that any person found by a court of summary jurisdiction to be an idle and disorderly person, or a rogue and vagabond, or an incorrigible rogue, may be committed for trial, and shall be liable upon conviction on indictment, or if he consents to be dealt with summarily, on summary conviction, to be detained for a term not exceeding three years in a certified labour colony.

1234. That puts it exactly on the same footing?—Yes. What occurred to me as being perhaps a little simpler and more straightforward would be simply to give quarter sessions power in the case of every incorrigible rogue sent to them for sentence, to order the defendant to go to a labour colony; it would be a very simple procedure.

1235. (*Captain Eardley-Wilmot.*) Instead of the twelve months?—Instead of the twelve months' imprisonment. I think that is the weak point in the Vagrancy Act, that the quarter sessions have no power to do anything except whip an incorrigible rogue or send him to prison for twelve months.

1236. (*Chairman.*) Twelve months in addition to the punishment that he has previously received. The court below may have given him, say, three months?—Yes, well, the court below does not really sentence him; they convict him, and commit him to quarter sessions, and he is put to hard labour in the meantime.

1237. But the words are "further dealt with"?—He serves the hard labour till the quarter sessions.

1238. (*Mr. Davy.*) Could you give the number of those cases?—There are not very many, I suppose, in a year.

1239. (*Captain Eardley-Wilmot.*) I do not suppose there would be a hundred?—There might be.

1240. (*Mr. Davy.*) Do you ever get a conviction as an incorrigible rogue other than in a case where a man has deserted his wife and children or neglected to maintain them?—Well, we do not hear of many; we certainly know of cases of indecent exposure, for instance.

1241. I am talking of the vagrant?—Of sleeping out.

1242. Well, neglecting to maintain?—I should think not, on the ground probably that for that sort of offence the magistrate takes rather a lenient view, and does not like the idea of twelve months' imprisonment. I think if the magistrates thought that by committing a man to quarter sessions, quarter sessions would then have the power to send him for a long term to a labour colony, it is not improbable that a great number of courts would convict very much more readily as incorrigible rogues.

1243. That may be so, but the fact remains that at present there are hardly any convictions as incorrigible rogues, and when there are they are always in cases where a man has neglected his wife and family?—In the case of tramps.

1244. It is always for neglecting to maintain, in my experience?—I believe that is so.

1245. And I have only known one case in which a man was flogged for it?—I have never known any case of a man being flogged for it, but I have known of some—I should not like to say there are many—in prison as incorrigible rogues, and their only offence was neglecting to maintain. But usually it is thought for that three months is enough.

1246. (*Chairman.*) Have you any information to give us with regard to the tracing of tramps by the finger-print system?—I think there would be so many tramps that it would be impossible to establish a registry for them. At the same time it is just as well to mention, as it may help the Committee in any proposal that may come before them, that at the present time there are in round numbers about 70,000 records at New Scotland Yard of criminals, and the officers there can pick out in a very few minutes and say whether a record that comes up to them is that of a man whose finger-prints they have. An ordinary search takes about two minutes, and a quarter of an hour is probably the maximum time to satisfy themselves whether they have got a record of the man.

1247. Then I take it those are experts—the men at Scotland Yard; you would not find an ordinary county policeman, however good he might be, do it in that time?—That is so. *Mr. H. B. Simpson.*
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1248. (*Captain Eardley-Wilmot.*) There would be only one central bureau as for the criminals?—One central bureau. I think that a man of ordinary intelligence could learn to do it in a very short time.

1249. Anybody can take the finger-prints; the identification would be at a central bureau?—At a central bureau; but any one can become an expert with a few weeks' practice.

1250. (*Dr. Downes.*) Do they take finger-prints alone, or do they take measurements as well?—They have given up measurements now.

1251. (*Mr. Davy.*) There is considerable pressure in prisons now, I gather?—There is.

1252 Especially for the short time prisoners?—I believe so.

1253. Who can build a new prison: the Home Office, or the Prison Commissioners, with the consent of the Treasury?—The Prison Commissioners.

1254. Do they go direct to the Treasury?—No, they come through the Secretary of State. The legal position as to the vesting of the land is a little intricate, but practically what the Prison Commissioners do is subject to the approval of the Secretary of State.

1255. But do they not have the power of initiative?—Yes.

1256. Is their report submitted to the Secretary of State?—Yes, their report is addressed to the Secretary of State.

1257. And, therefore, published by him on his responsibility?—Well, it is rather hard to say "on his responsibility."

1258. I mean, it is his report?—No, it is a report to him.

1259. The Prison Commissioners would start the idea or report on the necessity of providing a new prison?—Yes.

1260. It would be open to them to have any form of prison that they might suggest. They might have a form of prison like the Belgian farm colony at Merxplas, might they not?—I do not think so, because, historically, while penal servitude has no sort of definition, imprisonment has been most rigidly prescribed by Parliament. In 1898, the detailed regulations laid down in the Prison Act, 1865, were repealed and power was given to a Secretary of State to lay down regulations instead, but that does not give him power to make different kinds of sentences or different kinds of prisons.

1261. So that fresh legislation would be required if the Commissioners desired to start a prison especially for the vagrant class?—I should not like to say that positively, but I do not think the Secretary of State, by the powers he at present has, could make any social distinctions between one prisoner and another.

1262. It appears to me that the compulsory farm colonies are prisons; the people are there for a certain time and they are going to do certain work?—No, I should not call them prisons any more than I should call reformatory schools or asylums, prisons.

1263. What is the difference?—Well, in a wide sense you might say that an asylum is a prison because a man is compulsorily detained.

1264. (*Captain Eardley-Wilmot.*) Or a casual ward?—Or a casual ward.

1265. (*Mr. Davy.*) Not for a criminal act?—In asylums there are a great many lunatics who are criminals.

1266. Yes, but they are not detained there as prisoners but as lunatics?—I think not. Take a man who cannot be tried because he is insane; is it not the theory that he is kept there because he has committed a criminal act and you cannot try him?

1267. That may be so of a limited class, but you would not call an ordinary asylum a prison, would you?—Certainly, I would not.

1268. What is the difference between a prison and a labour colony; what is the difference between Parkhurst or

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Portland and the institution from which you may not escape, to which you are sentenced for a certain term and where you are segregated from your fellow creatures?—Well, it is very hard to draw any clear distinct line, but to my mind the essence of a labour colony would be, not the punishment of the man detained there, but that he should be prevented from doing harm; it is more a preventive than a penal measure.

1269. But all imprisonment also has a preventive side as well as a punitive side, has it not?—It has its preventive side, certainly, but no doubt the main object is punitive. I do not think you can make a clear distinction between a prison and a labour colony and the present reformatory school—the one runs into the other, but still there is a distinction between a labour colony and a prison, as there is between a reformatory school and a prison.

1270. But, in any case, in your opinion, it would not be within the cognisance of the Prison Commissioners, under their present power, to start an institution of the nature of the Belgian labour colonies?—No, I think not; it would mean introducing a social distinction which the Prison Act would not allow of. The Secretary of State could not make rules which would prescribe a particular kind of detention and labour for tramps, any more than he could say, "I am going to prescribe a particular form of labour and detention for bankers or barristers."

1271. I am not suggesting that he should, but I am suggesting it might be possible to have a special prison. I believe you have a prison with special regulations at Borstal, have you not?—Special power is given with regard to age.

1272. Quite so?—Age and sex.

1273. What I am suggesting is that you might have a prison to which should be sent all those persons convicted under certain Acts of Parliament?—No, you can make distinctions with regard to age or sex, or you can make rules for weak-minded convicts; you can do that, but besides that you cannot distinguish between one prisoner and another.

1274. Can you not send invalid prisoners to Parkhurst, for instance?—Yes, you can distinguish in regard to health. There is one thing, as we are on the subject of the labour colony and imprisonment; perhaps it would be useful to the Committee for me to refer to something that Mr. Preston-Thomas said, viz., that it is not right that people should be committed compulsorily to detention except to an institution under State management. I should just like to say with regard to that—of course, I have no authority from the Secretary of State to say what his view of the scheme for labour colonies is; in fact, I am sure that he would prefer to defer forming an opinion until the Committee reports, and personally I can say I have got no opinion upon the subject as yet; but if it were decided that a labour colony was a desirable amendment of the law, then, so far as the Home Office experience goes, there would be no objection whatever to the labour colonies being either under local management or under voluntary management, so long as they are under inspection by the State. So far as the Home Office experience goes, voluntary management for a new attempt at a new institution is the best thing. To give an example: Parkhurst prison was started as a prison for juveniles in 1838; voluntary enterprise started reformatory and industrial schools. As they advanced the necessity for Parkhurst died away, and the reformatory and industrial school system entirely supplanted it. The inebriate reformatories, which I have just mentioned, is another illustration. Prisons

were originally under local control; the State gradually introduced more control over them, and in 1877 the Home Office took them over, but they were taken over purely for purposes of practical convenience and economy and administrative advantage; not at all, so far as I know, from any theory that the State ought to manage all places of detention; so that if a new experiment in the way of places of detention for vagrants were started, the precedents rather point to their being started under voluntary or local management subject to State control, than being started by the State.

1275. I suppose you would take advantage of the initiative and the energy of the voluntary societies?—Exactly. We find that there is a great deal of private enterprise.

1276. Have you considered the difficulty of making any system of colonies which would not be universal?—I do not myself see the difficulty.

1277. If the man is paid for out of the rates, the question of his settlement would arise, would it not?—The method which occurred to me was this, that the county authority should agree to pay a certain contribution for every man committed by their quarter sessions, and that the Government should agree to pay a certain contribution too. The county authority having agreed to do that, quarter sessions would have their hands free to commit any incorrigible rogues that they thought fit to the place with which the agreement had been made.

1278. (*Chairman.*) Have there been petitions received from prisoners with regard to the enforcement of the Vagrancy Act?—Very few; in "sleeping out" I do not think any; we never hear of any at all; begging very few, and those from obvious rogues; a great number from people who are committed for desertion or failure to maintain their families, but certainly no petitions that suggest in any way that the Vagrancy Act is enforced too rigorously at the present time.

1279. (*Captain Eardley-Wilmot.*) As a matter of fact, we get very few petitions from men under sentence of fourteen days?—We get a certain number; from people outside we get a great number; for instance, on behalf of people who do not go to prison at all, who are fined. Considering the notices of people convicted of "sleeping out" appearing in the newspapers, and the comments that are frequently made about such cases, it is rather significant that actual cases of hardship are never brought to notice.

1280. (*Mr. Davy.*) Has the Secretary of State unrestricted power of ordering the discharge of any particular prisoner?—He has always power to advise the Crown to remit any sentence that is passed.

1281. (*Dr. Downes.*) I did not quite follow what you said about the Secretary of State not having power to assign prisons to certain social classes; you could not make a prison for bankers or a prison for barristers; surely it is not a question of social position; it would be quite possible for a banker to come under the Vagrancy Act, would it not?—I mean, there could not be a special prison for a special class of offenders.

1282. But have you not ample power to transfer prisoners from one prison to another?—Certainly, but the whole theory of the Prisons Act is—I am not speaking of convict prisons—that in prison the discipline should be uniform throughout.

1283. Have you no power to classify prisoners?—According to age and sex.

1284. But not according to offences?—Not according to offences; the classification according to offences has to be done either by statute or by the court itself.

Mrs. HIGGS, called; and Examined.

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1285. (*Chairman.*) Mrs. Higgs, you have come to us today to give us evidence from your own personal experience in some of the casual wards of the treatment which is accorded to women and children in those institutions?—Yes.

1286. From philanthropic motives, you yourself, I believe, became an inmate for the time being?—Yes.

1287. When did you begin to do this?—My first time was on August 19th of last year.

1288. And where did you first visit a workhouse?—I visited Dewsbury workhouse.

1289. Dewsbury in Yorkshire?—Yes.

1290. May I ask where your residence is; do you live in Yorkshire?—I live at Oldham.

1291. I believe you are the wife of a clergyman, are you not?—Yes, of a congregational minister.

1292. At Oldham?—Yes.

1293. And you were moved to go and visit those workhouses to see what the treatment of women and children was in them?—I have been for a number of years carrying on work among destitute women in Oldham, and receiving into my little home destitute women, and I became convinced that there was some cause driving women down into destitution, and I was surprised that when you asked women to go to the vagrant ward they considered it was no refuge for them. I wondered why this was, and what was the nature of the provision that our country made; and, therefore, I determined to investigate it.

1294. Was it from representations made to you by women that you determined to go and see for yourself what the treatment was in vagrant wards?—Yes, partly from that, and partly because I think that there ought to be some provision for destitute women.

1295. You are aware, of course, what the object of a vagrant ward is; not to provide a home but a shelter for wayfarers?—Yes.

1296. On their way from one place to another?—Yes.

1297. What other visits have you paid besides that at Dewsbury in August?—On the following night at the North Bierley workhouse in the neighbourhood of Bradford. Then I was in Tame Street ward, Manchester, on March 19th and 20th of this year.

1298. And any others?—No, these were the only three times.

1299. Two in Yorkshire and one in Lancashire?—Yes.

1300. Then what did you find was the treatment of the women in those three casual wards?—In the first place, I had to complain very much of the treatment of those admitting to the wards; in one case a pauper admitting women vagrants; and in the other case officials admitting women vagrants. I have to complain of the treatment I received from them.

1301. You personally?—I personally.

1302. You say that a pauper was acting in the position, say, of a porter?—Yes. There was a small hut inside the gate which was practically out of sight of the buildings, and the pauper was there admitting the vagrants, both men and women.

1303. He was acting then, as I say, as porter or gate-keeper?—Yes.

1304. (*Sir William Chance.*) What casual ward was that?—That was at the Dewsbury workhouse. It was not the principal entrance, but a side entrance which is usually used for the admission of vagrants apparently; this was a little supplementary place used at this other gate, and that would perhaps be why there was a man in charge.

1305. (*Chairman.*) How did you ascertain that he was a pauper?—I ascertained from the people that were in charge at the tramp ward to whom I complained of the conduct.

1306. Did you make a complaint to the master of the workhouse himself?—No, to the tramp ward mistress.

1307. Did you see the master of the workhouse?—No.

1308. Only the tramp ward mistress?—Only the tramp ward mistress, and a woman who was in charge over night. I complained first to her, and then she brought me to the tramp ward mistress in the morning, and I renewed my complaint to her in order to secure protection for going out.

1309. Yes, quite so. Then what was the nature of the conduct of this man. If I recollect aright, having glanced through your book, I think you accused him of somewhat coarse behaviour?—He practically solicited me, and he tried to kiss my friend. Of course, we gathered that probably he behaved improperly to many women who entered the workhouse.

1310. That, you say, you gathered; you did not see conduct of this kind towards anybody else?—No, I did not; it was simply an observation made by the tramp ward mistress. He said he would have offered me a cup of tea if I had come earlier, and she simply said, "Probably, many cups of tea he has given the vagrants."

I forget the exact words, but she evidently thought that he probably had used his trust in the same way with many other women.

1311. Did you then and there make a complaint with regard to that?—Yes, I made a complaint almost immediately.

1312. To the tramp ward mistress?—Well, there were two people in charge. I made a complaint to the woman who had charge over night in order to have security for the night, and I also complained again to the tramp ward mistress in company with this woman; in fact the woman asked me to remain to see the tramp ward mistress.

1313. The other woman, you mean?—That had charge over night. You see there was a woman who had charge of admission of tramps, and her duties ceased when she had put the tramps to bed, and she went away and left us locked in the ward, and then the tramp ward mistress came in the morning and set us our tasks.

1314. I see; you first made your complaint to this woman who was in charge for the night, and then you made a further complaint in the morning to the ward mistress?—Yes, in company with this other woman.

1315. Was the man then and there spoken to about it?—He was spoken to, to protect me in going out; I had to go to him.

1316. By whom?—By the tramp ward mistress. I think she said she would stand on guard and watch us out, and she did so.

1317. You did not make a complaint to the workhouse master himself?—No.

1318. Did you write to him, or was any further notice taken of it?—Well, no further notice has been taken. Of course, I know inquiries have been made in the workhouse.

1319. I mean to say, there was no complaint before a magistrate, or anything of that sort?—No.

1320. Or before the board of guardians; did you go before them?—No; I took no further steps about it.

1321. You took no further steps?—No; I made no inquiries, but I have since seen a guardian belonging to the union who told me that the matter had been righted; I expect the man would be dismissed from that post.

1322. That in fact is all you can tell us with regard to that. Was the other woman with you when the complaint was made?—My friend, yes.

1323. I did not know she was a friend of yours. I thought it was some one who followed you afterwards?—No, we went two together. Of course, her evidence is available to confirm mine.

1324. I suppose you were dressed in accordance with the character for the time being?—Oh, yes; no one could tell us.

1325. Did you find the wards well conducted?—In this ward it was rather lax, and cleanliness was very poor. For instance, the tramp who came in with us, who was in very dirty clothes, was allowed to sleep without a bath, and also, although of course I cannot positively prove it, the clothes were not stoved, or anything done to them, between one case and another. We saw them put away in a cupboard without being stoved, and the things we put on were dirty. I also saw a couple of insects crawling on the ceiling, and we considered that sufficient precaution was not taken for cleanliness in the ward.

1326. As to that did you make any actual complaint, or forward a complaint to the board of guardians?—I have made no complaint; I have not done anything with regard to the matter except simply to publish this book, which has been sent to every woman guardian and to the chairman of every board of guardians throughout the country. It was published by the Women Guardians' Association, and it was considered that that was the most effective way of remedying the evils.

1327. You did not write to the chairman of the board of guardians of Dewsbury?—No, I have taken no steps myself. In fact, I may say I was at first afraid of being put in prison for having gone. I quite thought they had legal power over me to put me in prison; therefore, I was naturally very chary about making my experiences public.

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Mrs. Higgs. 1328. I see in your book that you say that the clothing was dirty, and that you saw insects on the ceiling; 29 Nov. 1904, were they bugs?—Yes.

1329. With regard to the conduct of the officials when you were in the casual ward itself, was that good?—In that tramp ward the conduct of the officials was quite good.

1330. They were kindly and attentive?—They were kindly and attentive.

1331. You passed the night there; was there any task for you before you went away?—Might I just mention the bed. We slept on a chain mattress, which is adopted in all workhouses now. It is most fearfully cold. You cannot get warm whatever you do; even with three or four blankets you cannot get properly warm, because the metal subtracts the heat from the body. We were quite new to the tramp ward work; we ought to have scrubbed the ward we were told, afterwards, but we swept it up, and cleaned everything, and then we were allowed to go.

1332. You did, I suppose, what was asked of you?—Yes. The food was miserable. The porridge was unsalted and perfectly nauseous. There was a saltbox, but there was no spoon allowed; consequently you could not stir your salt into your porridge; there was no drink of any kind. The bath-room, when we had had our bath, was locked up, and that was the only source from which water was obtainable; consequently, we were without drink with our food.

1333. There was no water obtainable in the casual ward—no jug or bottle?—No, no water at all, no drink.

1334. Tell me, when were the meals; did you have a meal at night and in the morning?—We were put to bed like babies and given our food in bed; and then in the morning we had to get up. We were allowed the use of the bath-room for a short time to get into our things again; and the woman, of course, who had not been bathed, put on her things just as they were—they had not been stoved. And then we worked in our own clothes.

1335. Then did you have a meal in the morning?—Yes, we had porridge and bread; again the same nauseous porridge, and no drink of any kind.

1336. Did you ask for water?—We drank from our hands from the bath-room tap.

1337. But did you ask for water?—No, we did not ask for it.

1338. You do not know that water would not have been supplied if you had asked for it?—We thought of asking for it before we were left alone, but we were left alone the greater part of the time.

1339. When your meal was brought in the morning, having had experience of no water the night before, did you ask for water in the morning?—No; of course we were quite fresh, and I did not think about thirst at the time.

1340. Then in the morning, after you had done what was asked of you in the way of sweeping up the room, you were allowed to go; what time was that?—About 11 o'clock, rather earlier perhaps.

1341. Then did you see this man of whom you complained, as you went out?—Yes, but he did not speak a word; he was under the eyes of the woman.

1342. I suppose that was your one visit to the Dewsbury workhouse?—Yes.

1343. Now, the next you went to was the North Bierley one?—Yes.

1344. Would you give us your experience there in the same way as you have already done?—We arrived just a few minutes before 8 o'clock at night, and our names were taken in quite an orderly way by a man who was in charge. Apparently, he might have been an official, but he told us he was a pauper.

1345. I see?—And we were absolutely alone with him in the place for a considerable time waiting for the portress. There was no impropriety as long as he was taking our names, but when we were sitting there waiting he began to talk to us in a very loose kind of way, hinting that he frequently gave the tramp women breakfast in the morning, and making inquiries about my being a married woman, and thinking I was a bad character,

and so on. When the portress came she seemed very angry at first that we had come so late, but we were bathed, and then our clothes were put on one side. We thought, of course, that they would be stoved, as we were very wet, having marched through the rain. But our clothes were left exactly where they were till the morning and not stoved at all.

1346. There was nothing done to your clothes of any sort?—There was nothing done to our clothes.

1347. Did you put them away yourselves?—We put them on the floor as we were told, and if we had known we might have put them near the hot-pipes, but we did not know; consequently, they were damp when we put them on in the morning again. Then the garments that were given us were decidedly dirty. We were allowed to be together. We had the choice of being together or alone. The beds would accommodate two people, and we were shut up immediately until early in the morning in a stone cell, and gruel and bread were given to us. The gruel was perfectly nauseous with sweetness. It was sweetened with a kind of treacle, and was practically like a treacle posset; following on a hot bath and a cold tramp, I should think nothing more contrary to health could be possibly imagined.

1348. The gruel was warm, I suppose?—The gruel was warm and sweetened with treacle, and there was nothing to drink; consequently, with the dry bread, and the sweet gruel, we were positively raging with thirst.

1349. But again, did you not ask the attendant for water; there was an attendant, I suppose?—The attendant shut us up with this food; we did not know it was sweet like that till we had had it.

1350. But having had the previous experience at Dewsbury, did not you think at North Bierley of asking for water?—I do not think you can quite form a sort of conception of the terror that comes over you from workhouse officials. This official was remarkably sharp; she hardly allowed us time to get in and out of the bath; she ordered us about as if we were slaves; we scarcely dared to speak to her; she seemed as if she would snap you up for anything; we were perfectly frightened of her.

1351. To ask for a glass of water would not be likely to cause difficulty?—Well, you do not think of these things when you are in that condition.

1352. But, as a matter of fact, you did not ask?—We did not ask.

1353. Then had you a morning meal as in the other ward?—In the morning we had, through the kindness of a woman for whom we cleaned some boots, some coffee brought us. She brought us part of her coffee, and we had the sweet gruel again which we could not touch, and the dry bread, and then we had access to the water at that workhouse. We could wash out our mugs, and drink water from the bathroom tap after the morning.

1354. Was the water from the bathroom tap drinkable water?—Well, it was like bathroom water generally is; it tasted nasty, but it was water. It was not nice water at all.

1355. It did not taste like rain water?—No; it tasted like water that had stood in the taps.

1356. Water from waterworks, I suppose?—Yes.

1357. Did you make any complaint to the woman in charge of the tramp ward in regard to this man's conversation with you?—No, we made no complaint about that.

1358. Did you make any complaint again to any officials, to the board of guardians, or anyone?—No; I considered you could scarcely complain of a conversation like that.

1359. Of course, I quite understand you would not like to go into the actual words and so on, but did you make any general complaint?—No, we made no complaint; in fact, she was not an official to whom you felt you could make complaint.

1360. Afterwards you did not write, as having been in the casual ward, to any of the officials or the chairman of the board of guardians?—No. They have all been

supplied with my pamphlet, which gives them an exact account.

1361. However, you did not do so?—No, I did not do so. Of course my object in going was not to rake up these little things; my object in going was to find out why destitute women were not really provided with a shelter when they were destitute, that was efficient, that was any use to them.

1362. Now, is there anything more with regard to the North Bierley casual ward. As far as the interior of the casual ward went, was it clean; was there any question of insects?—It was perfectly clean there, but the garments supplied were dirty. Evidently a clean garment was not supplied to every person; and they had been worn before; they might have been stoved, probably were, but they were not clean.

1363. Not newly washed?—And then the worst torture of all was the bed. It was a chain mattress, and there was a most curious chain pillow invented—a kind of flat shelf, which was just raised above the bed, and you could not, by any manner of means, get your head comfortable. There was no pillow of any kind, practically; we had to try and get our heads under this pillow and lie curled up somehow. I cannot imagine who invented such a cruel rack for tramps.

1364. Of course, you know as well as I do that one reason for using that mattress is that it is cleanly, that animals cannot take refuge in a wire spring mattress as they can in wood?—Yes, but I think it would be very easy to have instead of that a piece of rough hammock stuff stretched between four pieces of wood; that could be removed and stoved if necessary, and would be perfectly cleanly, and at the same time it would not have this dreadful coldness which comes from that wire mattress. If anyone tried to sleep on a wire mattress without a straw mattress on top, he would soon find out that it is a means of subtracting heat from the body, and in a stone cell, of course, it is necessarily cold.

1365. Was the cell warm; were there hot-water pipes?—No, it was not warmed in any way; it was summer time; there were pipes outside in the stone passages. Then, of course, the work I had to do was very hard for the food. The food was so very poor, and then, after a restless night, I practically did what I should have paid a charwoman about 2s. 6d. to do. I stoned a larder, stoned the steps all down; then when that task was finished I was taken to a place where they stored papers and clothing, and I had to stand on a high pair of steps and reach the bundles out one by one. They were frightfully cobwebby, and I had to dust all this place from top to bottom; all one side I did, and half way round the other, and then I suppose they thought I worked very hard and they let us off, and also gave us our dinner (which was an extra favour) of bread and cheese. Of course, then we were allowed to go; we had expected to be detained two nights, but we were not.

1366. What time were you allowed to go from there?—I suppose it would be about 12 o'clock.

1367. After you had had your dinner?—Yes.

1368. How long were you at work?—I was at work from very early in the morning; I should think it would be about half-past 5, but, of course, we had no means of telling the time; from very early in the morning till then I worked very hard. If I had been a charwoman I should not have worked so hard, and it would have taken me the day to do the work. Of course, the hard work on a slender diet produced a digestive upset; I was violently sick afterwards; the nature of the food is such, the moist food following on a hot bath, and sweetened with treacle, that it is really medicinal in its nature, and I think utterly lacks common sense for that reason; because, if you were to put your own child to bed with that kind of diet, you would expect medicinal results to follow; and, of course, in both cases I have been ill afterwards.

1369. Will you tell me what other women were with you in the ward on that night?—None at all excepting my friend.

1370. Only your friend and yourself?—Yes.

1371. Did you hear of any complaints made by women in the Dewsbury casual ward?—There was only one old woman with us who was tramping to reach a relative and

she made no complaint. We told her, of course, of the treatment, and she said it was frequent in workhouses, and told us to avoid Bradford workhouse, because in Bradford workhouse there was a man in charge of the tramp ward—the porters took no heed and the man practically did what he liked with the tramps. Of course we had no means of verifying that, and I have been since told by the Salvation Army officials that women have frequently brought complaints of that kind against tramp ward officials or people in charge of tramp wards, but that they did not believe them. The women really urged that as a reason for not going into the tramp wards.

1372. I see. Do you know if in any of these cases any complaint has been made to the actual officials about this?—No, I am not aware of any complaint. Of course, the word of a tramp woman is so very rarely believed; it is scarcely any use under ordinary circumstances.

1373. However, you are not aware that any complaint has been made about it?—No.

1374. You say there was in the one case one other woman, and in the other case there was only your friend and yourself?—Yes.

1375. No children?—No children.

1376. As far as those two wards go, you cannot say anything with regard to the treatment of children?—No.

1377. Is there anything further with regard to the North Bierley case?—No, I think I have told you the principal points.

1378. Then the third case I think was this spring?—Yes, the third case was on the 19th and 20th March.

1379. That was at Manchester?—Yes. I went to Manchester because there had been assertions in the paper that it was a mistake for the men to sleep out in the brick fields, because there was efficient provision in the Tame Street casual ward, and that regulations had been somewhat relaxed, and, therefore, there was no excuse for men; and I thought I would go in to know what the conditions were and why they avoided it.

1380. Of course, you would not have any experience of the men's wards. You would find out what the conditions were in the women's ward?—I wanted to know whether the women knew about the extra facilities that were afforded.

1381. Quite so. Just tell me, because I do not know Manchester well, is this ward in the heart of the city?—Yes, this is somewhere about Ancoats, I think. It is in the heart of the poorest part. I am not quite sure whether it is only a casual ward or whether there is some workhouse connected with it, but it has been opened there on purpose for the casual paupers; the workhouses are more outside the town.

1382. This is an establishment for casual paupers?—For casual paupers, yes.

1383. Did you go in the evening again?—We went in the evening and we found they did not admit till 7. We had to wait outside for some time, and then we were admitted along with a few women and a number of men; and we had to stand in a ruinous kind of shed for a good long time before we were questioned. Then we were questioned; the women were taken first, and I can only describe the way in which the women were treated as a sort of bullying.

1384. Tell me who was the person who questioned you?—The person was an official; he wore an official dress.

1385. A male?—A male; he was at a kind of little office and he questioned you through the window, and several were questioned before me, and he treated them in such a way that I thought they must be terrible people, a sort of scum of the earth, that he was admitting, because he simply bothered and bullied them so, and if they said they had not been there before—that was the first question he asked them, "Have you been here before?"—if they said they had been there before then he said "Off with you." He would not allow them to come in at all. If they said they had not been there before, then in some cases he absolutely denied it and told them that they had been, that he knew their faces, and so on. In other cases, if they made the slightest answer to him he accused them of cheek. Of course, I thought being a respectable married woman

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Mrs. Higgs. that if I were simply to state that I wanted a night's refuge, and I was going to my husband, it would be all right. I did not expect to be bullyragged; but on the contrary he began with me and insinuated that I was a bad character, and that I was going about the country, and he said all kinds of things to me.

1386. Did he say that he knew you. Did he mistake you for somebody else?—No, he did not.

1387. He did not say that?—He did not say that; but he said, "See you do not come here again." On which I said I should not. Of course, I really got quite confused under his questioning, because I never expected such a thing as that. And then he also treated my friend in just the same way, and accused her of being a bad character, going up and down the country with me.

1388. Then he was the porter?—Yes; I do not know what his position would be.

1389. No, but he was in what may be described as the porter's lodge?—Well, he was in charge. I ought perhaps to mention that at the Dewsbury workhouse I saw one poor man sent off, simply ordered off, because the porter said he had claimed relief for the second time within the month, and also here I saw somebody ordered off. Of course, that is contrary to regulations, because when they order people off they ought to take the names of them and submit the names to the guardians; and at the same time, if people are ordered off like that without any record being made of it, there is no security but that numbers of poor people may be ordered off on the simple word of the porter, and there is no redress for them.

1390. How many did you hear ordered off?—One.

1391. A woman?—A woman in this case; and a man in the other; the man was in the last state of destitution and could not possibly have reached any workhouse for the night.

1392. After this cross-examination, you were allowed to go into the casual ward?—Yes.

1393. Now, what was the condition of the casual ward?—That was spotlessly clean and there was a very kind, stately kind of official in charge, and we were given our food. The food in that workhouse was good. The gruel was nicely seasoned, and the bread was nice and it was palatable. Of course, there was no drink. We were then ordered to the bath immediately after having our food, which, of course, is an insanitary thing. I mean it is not recognised generally as good to go and have a bath immediately after a meal. We were also commanded to wash our hair, which in the other ward we were not obliged to do, and one very small towel was given us for all purposes; consequently, it was quite impossible to get our hair dry. We practically had to go to bed with very wet heads, and the garment that was given us was very scanty, and exactly like a hair shirt—very rough flannel and not a proper size.

1394. Were they clean?—No, not clean; neck dirty; had been stoved. And the blankets were filthy to touch. They were stoved every day; we saw them taken away to be stoved. One or two people when we were there were excused the bath for various reasons, and these people, of course, slept just as they were in these blankets, and these were lumped in the stove; consequently, there would be every night some blankets in which dirty people had slept which had simply been stoved. In other respects that workhouse was beautifully clean, so that it was simply a want of thought with regard to the fact that if dirty people slept in blankets they must necessarily be dirty afterwards.

1395. As to the food, you say there was nothing to complain of?—There was nothing to complain of excepting this; we had there the full Government regulations—the two nights' detention and the regulation food. Now, the result of that food is this; you have four times gruel and dry bread, and the gruel becomes more and more distasteful to you, not only to ourselves but to the others. There was a large number of women in with us there; more and more gruel was left at every meal, until at the last meal which was given us just before we went out of the workhouse, scarcely any one of the women who went out of the workhouse touched it. It becomes utterly distasteful; not only that, but the nature of gruel is such that warm gruel induces perspiration;

makes all the pores of the body open; consequently, if you try to do hard work on this gruel diet you simply are covered with perspiration from head to foot and you come out in a terribly weak state. And also the gruel, if it is made over night and left till the morning has a tendency to be sour. In most workhouses they do so. The gruel you have in the morning being slightly sour upsets your digestion. I was thoroughly ill before I came away, and my friend has practically not quite recovered her health from the treatment of these two nights' detention. We were put to sleep on plank beds, with our hair wet, of course, in those rough garments with three blankets. The beds were so close together that you were quite close to your neighbour on either side whichever way you turned. And a large number of the women who came in seemed to be suffering from severe colds; consequently, you were under the double influence of wet heads and uncomfortable bed and bad garments, and then also contagion, actual contagion from your next door neighbour. Of course, it might have been rather different. The ward was large enough for the beds to be more separated. I do not know why they were put so very close together, but you had a woman tossing and turning on each side of you; and then women were continually admitted until quite late hours of the night, and every time the bed was let down with a bump. The portress came in, and in rather peremptory tones ordered the women about; and, consequently, every time a fresh inmate came in your rest was disturbed.

1396. How long did that go on?—Oh, I should think till past 12 o'clock at night, and we were roused about half-past 5 in the morning.

1397. Not after 12?—It might have been later; I cannot really tell; there is no means of telling time; it might have been up to 1 o'clock. There was a woman brought in that evidently suffered from delirium tremens; she was put to bed, but she would not settle down and she was turned out again.

1398. She was taken out when they found she was an uncomfortable companion for you?—Yes; she was, I think, dismissed.

1399. Then after the night's rest?—Rest?

1400. Such as it was; You say about half-past 5 in the morning you got up, and then you had a task, to do. I understand you were two nights there, were you not?—Yes.

1401. What was your task in the morning?—After our breakfast of gruel and dry bread I first of all picked oakum. I was offered a choice of going to the wash-house, but I cannot wash very well; I cannot stand over the wash-tub; so I chose the oakum, and I tried picking it for about two hours. There were two other women picking with me, and they were both of them apprentice hands. One of the women had once picked it before, she showed us how to unravel it; of course it was the hard sort. Then after the two hours the tramp mistress came in and asked if any of us would like to go cleaning and I very gladly accepted. Then I was put to clean down a staircase with three landings, two waterclosets and two lavatories; and I had to scrub all down these stairs. There were some workmen about; they were walking up and down; I had a good deal of trouble to get the stairs clean because the men were always walking up and down making foot-prints. I got it all cleaned by dinner time to the satisfaction of the tramp mistress.

1402. There was no complaint in regard to it?—There was no complaint; it was only the proper work. The only complaint I should make with regard to that—

1403. But there was no complaint made against you?—Oh, no.

1404. You did your work to their satisfaction?—She came round to see how I was doing in the first place. When she saw I was doing very well, she left me and I practically did all the work myself.

1405. Then you had your dinner; what time was that?—About 12 o'clock.

1406. What was the dinner composed of?—A very little bit of cheese and bread. I fortunately had a little tea and sugar. I had only a rough apron given to me;

of course, I had to work in my own clothes, and that is one of the things with regard to the tramp ward, that women's clothes get so dirty that you are practically, as it were, robbed of something in going in, because your clothes become far less efficient for working. If you had a week in tramp wards you would be utterly unfit to earn your living, because your clothes would have got by that time so dirty that nobody would engage you.

1407. I thought that was the ward you said was clean when you went into it?—Yes, but you put on your own clothes.

1408. Yes?—Then you go and do dirty charwoman work.

1409. You mean that it is not in the tramp ward but in the work outside that you get your clothes soiled?—It dirties your clothes, and you have no opportunity to wash them at all; and consequently you go out of the workhouse poorer to the extent to which your clothes are dirty. If I had to pay a charwoman for the work I did that day I should certainly pay her 2s. 6d.

1410. Then in the evening had you a similar meal, or had you tea or anything of that sort?—After dinner I had to go to work again.

1411. Yes?—Then about 4 o'clock, I think, I went back to the tramp ward.

1412. To the ward itself?—There I assisted my friend by doing another piece of work which she had been set to do. She had been scrubbing the whole of the big ward and was utterly fatigued, and I scrubbed another part, taking part of her task for her, and at 6 o'clock we had our meal for the night—the third meal; that was gruel and dry bread again. And that turned sour on my stomach and I had a digestive upset in consequence.

1413. You had the three meals in that day?—The three meals.

1414. The morning meal of gruel and dry bread; the bread and cheese in the middle of the day; and the gruel and dry bread again in the evening?—Yes.

1415. Was there any difficulty about water there?—No; I asked there and we were allowed to get the mug to drink from the bathroom tap, from the lavatory tap, but the mugs were metal, and they were very brilliantly polished, and they tasted of the metal polish and the soft soap that had been used. We tried two, but one tasted of soft soap and the other of metal polish.

1416. Then the next morning did you do a task again?—Perhaps I should mention that by the kindness of an official there we obtained hot water in the middle of the day to put on our own tea; therefore, we had a drink of tea in the middle of the day. Then the next morning we were dismissed at half-past 6 or thereabouts. I think it was either 6 or half-past, after having gruel and bread again.

1417. Then you had no task the next day?—No task the next day.

1418. You were allowed to leave after you had had your breakfast?—Yes. The bed, I should say, was a plank bed. There were straw mattresses, but they were only allowed to people who were lying ill.

1419. Then with regard to the officials, you say that the man who cross-examined you on your entry was rough and domineering?—Yes.

1420. Have you any complaint to make in regard to the other officials?—There was one that was very peremptory; it was not exactly that she was unkind, but she was so sharp in ordering everybody around; and also there was one case that we thought was a case of great hardship. There was a woman who had gone in—of course, we believe that her story is true, because she told us repeatedly just the same, and she had no reasons for telling falsehoods to those who were with her—she had come into the workhouse under the impression that she would only be detained one night. She had a place of work to go to next morning. She begged to be let out. After a great deal of trouble she was let out and got to her place of work too late. The mistress would not take her. She wandered about Manchester all day and came back and claimed her second night and to be let out next morning. For coming back that way she was condemned to wait four nights. Of course that practically means starvation, and also it means your clothes being

in such a state that one would scarcely be fit for employment afterwards. I think that this is an important point.

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1421. You did not see her afterwards, I suppose, because when she came back you would have gone?—We were in the ward with her, you see, when she came back again. We left her behind us. There were quite a number of inmates of this workhouse, but there were only about two who were regular tramps; the rest of them were really the wives of working people who were travelling with their husbands in search of employment. And in one case there was an old woman, and I think you would almost count her amongst the tramps, but she had only been made a tramp by compulsion. She had been supported by a married son until his place of work had been burned down by fire, and he had been unable to support her any more, and then she had been really forced into tramping about. She did not wish to give up her liberty and go inside the workhouse, but latterly she thought she would go inside the workhouse, but she had found difficulty in obtaining admission. She had applied, so she said, and had been refused. I think that is a difficulty very often with these people, when they really get to be vagrants they can scarcely get taken into the workhouse. She waited to see the doctor.

1422. Were there any children in the ward?—Yes, there was a woman with a child who was going to apply for admission to the workhouse the same day.

1423. Was there any difficulty about the food for the child?—No.

1424. What was the food for the child?—I really did not see what was the food for the child, because that person was not admitted at the same time as we were. There were no children admitted with us.

1425. So you practically do not know?—I practically do not know.

1426. (*Mr. Davy.*) What was the number of female tramps?—At Dewsbury there was only one tramp with us.

1427. Besides yourselves?—Besides ourselves.

1428. Were there separate cells there?—No, it was an associated ward.

1429. Had you access to water at all during the night; could you get into the bathroom, for instance?—No, the bathroom was locked up.

1430. No water in the ward?—No.

1431. Was there a bell?—I did not see one.

1432. At North Bierley, did you go into the separate cells there?—Yes.

1433. There was a bell there, I think?—I think so.

1434. I suppose if you had rung the bell you might have got water?—Possibly.

1435. (*Sir William Chance.*) You have given us your experience in three tramp wards?—Yes.

1436. When you went into these workhouses you were not dressed as you are now?—Oh, no, I had a shawl on, what they wear usually in Lancashire and Yorkshire.

1437. You were disguised, in fact?—Disguised, yes.

1438. You were complaining that they would not take you at first for a respectable married woman; an ordinary porter of a casual ward would not necessarily take you in your disguise for a respectable married woman?—He began by inquiring why I was there, and I stated to him that I was a married woman rejoining my husband.

1439. I see?—Because he did not believe my word; he simply began to bother me about being a bad character.

1440. Do you think there are many respectable married women who go into the casual wards?—There were two respectable married women in the casual ward with me.

1441. Yes?—One had been an hotel waitress at Middleton, Ilkley, and her husband had been a singer in the church choir, and he was employed at some trade that was rather going out of fashion, and they had had to go from one part of England to another to try and find a place where he could work; and certainly she worked very well; and there was nothing in either her conversation or what I learned of her character, to show that she was otherwise than a respectable married woman. She was bothered the same as I was.

Mrs. Higgs. 1442. This was in Manchester?—In Manchester.

29 Nov. 1904. 1443. A great number of women tramps would resort to that particular casual ward; I suppose there were a good number on the night when you were there?—There would be, at a guess, perhaps about twenty; I do not know the exact number; there might have been fewer.

1444. Then it was only at the Manchester ward that you considered that things were carried out satisfactorily, so far as the general management of the ward was concerned. You complain of the beds being put too close; it was an associated ward?—The Manchester was the worst of all. The carrying out of the Government regulations was exact, and the cleanliness was good, and the food was good; but the treatment, the total effect of the treatment, was the worst of any. The treatment was so hard, that practically I went in in full strength and health, and it took me a month to recover from the effect of the treatment; and my friend, who is a working woman, suffered as well as I did. You were utterly deprived of your health, deprived of your cleanliness, and made in a condition in which it would have been impossible for you to get your living afterwards for some time. I could not have gone to a day's work after leaving that ward.

1445. I understand you made no complaint at all about your treatment in any of those workhouses, because you were frightened of being arrested and fined and sent to prison?—The man who admitted me said he would send me to prison; of course, I went in under my right name, so I suppose the law has no hold on me, and I was practically at the moment destitute; I had no money; I was perfectly destitute.

1446. That is your explanation why you did not make any complaint at the time?—Yes.

1447. (*Dr. Downes.*) Did the official who admitted you at Manchester suspect that you were not a regular casual?—No.

1448. I think you said that the regulations were strictly observed at Manchester?—Yes.

1449. But did you not tell us that some one was refused admission at one ward?—Yes, I mean the regulations inside the ward itself, the regulations that are up on the wall as to the treatment of casual paupers; but you will observe that in North Bierley and in the other union they were evaded; there was not two nights' detention.

1450. Of course, the strict regulations require that on refusal of admission the circumstances should be reported to the guardians?—Yes.

1451. You have probably forgotten that you mentioned that case?—Yes, but is there not a law that they should be reported to the guardians.

1452. That is what I say—there is that regulation. You have told us that the regulations were strictly observed at Manchester; but a little while ago you told us that some one had been refused admission without the regulations being met. I want to remind you of what you said?—I want to make a distinction between the regulations inside the ward and those for admission; there was an evasion of the regulations for admission, but inside the casual ward the regulations were observed.

1453. Take the regulations inside the casual ward; you told us you had your food before you were bathed at Manchester?—Yes.

1454. The regulation is that you be bathed as soon after admission as possible?—I suppose they would think that was as soon as possible.

1455. That would be an evasion of the regulations?—Well, is it laid down that they should be bathed first?

1456. The words are "as soon as practicable after admission"?—Yes, I see.

1457. (*Captain Showers.*) Do you not think that, considering your position, and your general comfort at home where you are, you found these hardships more severe than the other people would?—No, I think not; and you see I secured against that possibility by taking a person with me who is actually able to do a good day's washing for seven people. (I mean that my friend, who is a working woman, could do any work, and I suffered less than she did). I am a working woman myself. I am

accustomed to do a good day's work; I can do a charwoman's work at home any day; I am a minister's wife on a poor salary, and I have been accustomed to work hard all my life; therefore, I do not think I suffered as much as some of these poor women. I saw women there who appeared to be suffering more than myself, partly because they had been tramping. I went in in good condition, and they came in poor condition; and they were visibly haggard and weary and dispirited; whereas I had to look forward to returning to home and friends, so that I think the conditions were really less hard for me than for others.

1458. In regard to the food now, for instance; the other people, the people who are used to tramping about, would not find the food so nauseous as you would naturally?—They left it just as much as I did. Not only that, but you must remember that the working class diet does not now consist so much of that kind of food. Possibly, when the tramp ward was first created, gruel may have been more of a national food. Now, both gruel and pea soup affect people adversely. They say, for instance, that when children, who have been brought up amongst the working classes, are taken into a home they cannot at first take a porridge breakfast; that they have to be gradually accustomed to the food—to the gruel and pea soup—because they are accustomed to a more dry diet; and, therefore, the porridge and the soup adversely affect them.

1459. (*Dr. Downes.*) I think you said you had not met with any tramp children in the casual wards you went into?—Only one.

1460. Only one child?—Only one, and that child was suffering from illness, and the mother, on the recommendation of the tramp mistress, consented to go into the workhouse. I only saw them for a short time—they were admitted on our second night—only at breakfast in the morning I saw anything of them.

1461. Did you meet with any tramp children on the road?—No, but I have met them in common lodging-houses very frequently.

1462. Were the fathers in the common lodging-houses with them?—In many cases, yes.

1463. Have you reason to suppose there were cases where the fathers go into the casual wards, and the women and children go into the common lodging-houses?—Yes, I believe that is very frequent.

1464. Have you any knowledge of your own?—I have only from a common lodging-house which I have frequently visited in Oldham, where I have made constant inquiries, and I find that the people that are tramping about from place to place, if they possibly can, get into the common lodging-house. If they are absolutely destitute they will go into the tramp ward, and the father will go to the male side, and the mother will go with the child to the female side.

1465. Is that done so that the women may keep the money?—I think they usually go in, all the family together, because they have no money.

1466. No, but I was asking you about cases where it has been alleged that the men go into the casual ward, but the women and the children go into the common lodging-house?—Oh, I see.

1467. And one reason which has been given for that is, that in that case the women and the children keep the money which would otherwise be taken if they went to the casual ward; have you any knowledge of your own upon that point?—I do not know that I have any knowledge of my own upon that point.

1468. (*Chairman.*) What has been your experience of the common lodging-houses; have you ever gone in working guise and passed a night there?—I have been in several lodging-houses. First of all, a municipal lodging-house at Huddersfield; then a common lodging-house at Dewsbury; then two women's lodging-houses at Manchester; and finally, a common lodging-house at Stockport; and I have gone, of course, dressed in the same way as to the workhouses and slept in the common lodging-houses.

1469. Could you say what the treatment was in the common lodging-houses. Now, take first the beds: compare those with the beds that you have spoken of in the three different casual wards; were they better or worse?

—First of all, you get a bed and you can sleep; but it is probably swarming with vermin.

1470. The beds in common lodging-houses, you would say, would not compare with the beds in the casual wards with regard to cleanliness?—Well, I would rather go into a common lodging-house any night than to a casual ward. In spite of the vermin you can, at any rate, lie down and you can get some sleep, but you cannot in the workhouse.

1471. It is a matter of personal feeling about that?—I had never seen the animals in my life before I went into those places; it was a terrible thing for me.

1472. No, but what you say is that in the common lodging-house the ordinary condition of things is that the beds are verminous, whereas in the casual ward they are clean?—Yes.

1473. But, on the other hand, the beds in the casual ward are more uncomfortable than the beds in the common lodging-house?—They are not beds, really.

1474. No, they are sleeping bunks, we will say?—Well, they are worse than bunks. I could sleep in a bunk, or anything hard—I could sleep on the floor, really.

1475. One was a plank bed, you have told us?—The plank bed is worse than the floor, because it is narrow and it is so cold. You cannot cover yourself up properly, whereas you could roll up on the floor much better.

1476. In any of those casual wards, was any search made as to whether you had money upon you, and so on?—We were asked, in the first place, to give up our money and our bundle at the door. We gave them up. In the second place, we were searched after a fashion. We were asked if we had any tobacco, and the portress just passed her hand down us in a casual kind of way to see if we had a bulging pocket.

1477. Was there a woman searcher?—Yes, a woman in charge.

1478. A woman, I suppose, whose duty it was, amongst other things, to search the incomers?—She was a portress really.

1479. From what you say, I conjecture it was a somewhat casual search?—Yes, nothing much of a search. We could—in fact, we did—take in tea. When we found we could do it, we took in tea and sugar in our pockets, and that was not taken from us.

1480. That was not taken from you?—And our money was not taken from us the second time.

1481. It seems to me that apart from the conduct of the men, which I hope is not common, your principal complaint is that at Manchester the work was too hard; that in the other two the work was fair, considering it as a task of work to be performed as compensation for your night's lodging?—I do not complain of the work exactly; the work was equally hard in the North Bierley workhouse. What I do complain of is that the amount of work which is required is out of all proportion to the amount of relief that is given. If you did about a quarter of the amount of work, you would have paid for what you had received.

1482. I did not understand you to complain of the work in the other two. In the North Bierley ward was there a hard task of work?—I think I did about 2s. 6d. worth of work in both places and received about 6d. or 7d. of help for it.

1483. (*Sir William Chance.*) In those common lodging-houses were there cubicles?—There was a sort of partitioned-off place in the second one, Dewsbury, but there was a man sleeping in the bed next, and there was an open entry between the two. We were told for our comfort that he was a blind man, and there was a way in. Anybody could have come in to us at any time; there was really no proper partition—the whole of the upper storey of the house was practically open for anybody to walk about. We were in the married people's quarter, and we were in bed together, and there were a number of married people in the same room, but there was this pretence of a little wooden partition with a door through, without a fastening.

1484. Have you any complaint to make as to the sanitary conveniences in the casual wards?—No, I have no complaint to make about those.

1485. How did they compare with those in the common lodging-houses?—Of course, the sanitary conveniences in the common lodging-houses were fearful. There was only a sink down in the common lodging room, in which men were sleeping all night long, at which people could wash; and you had to come down in the morning, and you could only wash your face and hands, because there were sleeping men on the forms all round; and there was a closet out in the yard which was in the most fearful condition—dry, and apparently had been used by all the inmates of the house. I do not know how many there would be. I should say there would be at least thirty couples, and of course it was perfectly fearful. The condition in the municipal lodging-house was better in regard to sanitary convenience, but again the sink was in an open common room—the kitchen—and you could not do anything but go and wash your hands and face, because men were in occupation of the same room. Again, in Stockport, it was worse. You had to fetch every drop of water from the single men's quarters, hot and cold, and to wash at a little sink where there was a tap, which had no water running from it, in the common room; so, of course, there was no convenience in the common lodging-house practically for a woman satisfactorily to cleanse herself; and I think this ought to be borne in mind with regard to women tramps, because the women cannot help getting verminous. I myself was covered with vermin that night. One night a woman had slept in the bed before me; although there were clean sheets, a woman had slept there who had been there six weeks, and practically not changed her garments the whole of the time, and we slept in that bed with just clean sheets put over. Of course, it was terrible, and I could not have got clean; it would have been utterly impossible for me to get clean again if I had not been able to go home and use carbolic soap and other things to cleanse myself. Under ordinary circumstances I should have remained verminous. And this was so objectionable even to the women who were in the lodging-house themselves. They pitied me; they said: "See, that woman has been sleeping in a lousy bed." That is the word they used. They evidently pitied me for having got into that condition in one night. They said themselves they were afraid of this bed. There was only room for five people in the one room which was appropriated to single women. It was a common lodging-house for men and women, and it is one of the things I found out that everywhere in England there are scarcely any places for single women to go as apart from men, that they are obliged to go into the common lodging-house and to be with men in the common lodging-house, and at most there is a bedroom set apart for single women; sometimes not a room set apart for single women; and also two women are put to sleep in one bed, the two being strangers to one another, and one may be quite verminous; and consequently, all over England there is no proper provision for single women. And that is one reason I am so strong about an alteration in the vagrancy laws in regard to women, because I think there ought to be some place where a woman who is cast adrift in a town, or has come to a town, can sleep, to be under conditions which are suitable for her to pursue her work, and get employment again.

1486. (*Chairman.*) What you are saying now, I suppose, especially applies with regard to common lodging-houses; it does not apply to the casual wards?—It applies in this way to the casual wards, that it would be better for a woman, who is temporarily destitute in a town, to seek the refuge of the casual wards than the refuge of the common lodging-house.

1487. (*Sir William Chance.*) On account of the separation of the sexes?—Yes, and also on account of the better sanitation.

1488. So the casual wards have an advantage over the common lodging-houses in that respect; as regards their sanitary arrangements, and as regards the sexes being kept separate?—Yes, but they are worse than the common lodging-houses. If I had to choose—

1489. About the food in the common lodging-houses, how does that compare?—Of course, in the common lodging-houses you find your own food.

1490. (*Mr. Simpson.*) How much did you pay for the night at the common lodging-house?—3d. to share a bed, or 4d. to have a single one.

Mrs. Higgs. 1491. That was the same in all three, including the municipal common lodging-house you went to?—In the Dewsbury one we had to pay 4d. each to share a bed.

29 Nov. 1904. 1492. And that was the municipal one?—No, that was a common lodging-house. The municipal one was in Huddersfield. We paid 3d. each to share a bed.

1493. (*Chairman.*) But in all three there was this lack of decency—that women, you say, could not wash and could not cleanse themselves?—Yes.

1494. In any one of the lodging-houses you speak of?—In the lodging-houses you cannot wash yourself.

1495. No?—And in the workhouse you cannot wash your clothes. In the lodging-house you can wash your clothes; you could issue from the common lodging-house more decent and respectable, and more fit to get work than you would from the tramp ward; because you would have an opportunity of washing your clothes.

1496. (*Mr. Davy.*) You pay 3d. or 4d. to the proprietor of the common lodging-house as a commercial transaction, I suppose?—Yes.

1497. The lodging-house is run for profit?—Yes.

1498. I suppose there is a competition between lodging-houses in large towns?—Apparently. There is a great competition in the men's lodging-houses; but women's lodging-houses are gradually ceasing. In some towns there scarcely is a lodging-house for women. In Leeds I am told they have pulled down some lodging-houses, and the result is that there is scarcely accommodation for women, and women have actually been obliged to walk the streets because they could not get in.

1499. Does that indicate that there is any large demand for women's lodging-houses?—I think it indicates that men's lodging-houses are more popular.

1500. Yes; but I suppose if more women wanted lodging-houses, lodging-houses would be established for them on a commercial basis, would they not?—I am afraid the real explanation is that underneath the lodging-house there is this terrible system of rooms for men and women, and there is a great suction into these; and the proprietors find it much more profitable to run these rooms nominally for married couples than they do to run lodging-houses for single women.

1501. But if there was a demand on the part of single women for lodging-houses for women only, I suppose that demand would be satisfied commercially, would it not?—I do not think you could be sure of such a demand being commercially satisfied when the supply rests on private self-interest; because, naturally, private self-interest will go in the direction in which there is the greatest reward.

1502. You mean to say it pays the proprietor of a lodging-house better to run a lodging-house for men and women, than one for men alone or women alone?—I do not think there are many lodging-houses for women alone.

1503. But what I was trying to put to you is this, that if there was a considerable demand for lodging-houses for women alone, that want would be supplied, would it not; it would pay?—I do not think it would pay; it might possibly pay, but I do not think it would pay so well as the other; consequently, the man or woman goes in the direction of their greatest self-interest.

1504. Why would it not; it must be on the ground that there are not enough women desiring separate accommodation?—No, I do not think it is so. If you have a Salvation Army shelter you get a large demand upon that, or any shelter, where the women are moderately clean, and several go out to their daily work. Single women, or widows, or married women deserted by their husbands, will make use of such a place as that, and live there practically under protection; but supposing there are no such institutions, what happens is that these women are forced into all kinds of corners, into private houses, very often under very undesirable circumstances, into brothels very often; into these common lodging-houses mixed up with men; and it seems to me that it is one of the great public needs that there should be some recognition of the provision for women that have need to sleep under good conditions at night. I do not think you could look to private interest to provide for this great need, because these women are often so extremely poor.

1505. (*Chairman.*) Then, your suggestion, I take it, would be that there should be further provision made in casual wards for single women?—I should propose that single women should be received into the workhouse proper. I would do away with the casual ward for women. The reason of that would be three-fold. First of all the woman, if she were admitted into the workhouse proper, would receive the workhouse clothes; therefore, she would not work in her own, and her own would not be destroyed. She would go out in as good a state of cleanliness as before. Besides that, I think it is altogether wrong to recognise a class of vagrant women at all. I think it is a great evil to recognise that a woman has the right to go about from place to place in that unattached kind of way. I think she should be received at the workhouse proper; and then I would also propose the appointment in connection with every workhouse of a lady protector. I practically have been doing this work in connection with our workhouse for a long time. When a destitute woman was received under circumstances not favourable to her earning her own living, as a matter of course a form should be sent to the lady protector stating so—this is the form which I use; that form is sent me in the case of women who enter the workhouse (*exhibiting form*). From those particulars I learn whether there is a case I can assist, and in that way I continually set people on their feet again. No cases of destitution would drift into our workhouse and out again without help, excepting into the tramp ward. Of course, women who enter the tramp ward do not remain long enough for me to come into touch with them; and, therefore, the tramp cases are just the ones that we cannot assist in any way, except occasionally, I get these tramp women. For instance, two sisters drifted away from their home at a town near us and came into the workhouse. I was told about these girls, and I took them to my home, and kept them and sent them back to their parents. Now that is the kind of work that I think a lady protector might do. First of all, a lady protector might watch out for cases of that kind—girls that are wandering away from their homes. Then she might also watch out for cases of women that were in such a state of clothing that they could not earn their living effectively, and by a little charitable help very often set people on their feet again. That is what I am continually doing, taking people whose clothing has got to such a state that they could not earn a respectable living. I find if I take them in at the back door with scarcely a rag on their back, and turn them out at my front door respectable, I can get a situation for them, and in most cases make them self-supporting. It is very seldom I fail to get work for a woman. If I do, it is because she is a vagrant proper, and these vagrants proper are women who have really been educated into vagrancy by our tramp ward system, by being forced as it were to wander from place to place, being obliged when they have taken shelter in the tramp ward one night to pass on to another tramp ward another night to get shelter again; they are educated into vagrancy. I think it is a great mistake for our country to educate any women into vagrancy, and vagrancy among women, I think, ought not to be recognised at all.

1506. Would it satisfy your idea with regard to this, if some of the guardians were ladies who would be able themselves to investigate into the cases of women in the workhouse?—I think the lady guardians have their hands so full with the real work of the workhouse that it needs somebody independent. And then also the work of the guardians is to see that the Poor Law is properly administered, and the work of a lady protector would be similar to that done in France. They have these additional ladies in France. The work would be more charitable, to link charitable aid to relief of destitution. For instance, supposing a girl drifted into the workhouse with a child, probably she could be made self-supporting with a little charitable help. Again, supposing a girl drifted in, who was out of a situation, she could be helped; or supposing the case of a feeble-minded girl, or someone who needed to be put into a home; these cases could be attended to. It is not the work of the women guardians to do that; their hands are full with the poor law relief, but a lady protector would really find that her work.

1507. A lady protector, I take it, according to your view, would be some lady who kindly volunteers to do

this work and who becomes a visitor?—Yes, a visitor for this purpose.

1508. There would be no Poor Law control in any way over her, but her duty would be simply to look after these cases as a volunteer, and to assist them in any way that she could?—The advantage of having one appointed would be in the first place that the relieving officer would have to send a paper to this lady; a paper stating the cases.

1509. Then you would have them appointed by the guardians, would you?—Yes, I would have the lady protector appointed by the guardians officially: I mean in an official position.

1510. Appointed or accepted by them; if a lady volunteered to do this, the guardians would accept her or otherwise?—Yes.

1511. (*Mr. Davy.*) Have the guardians interposed any difficulty in the way of your doing your work?—My difficulty in the work which I have been doing for five years is that though the guardians have officially recognised me and given orders to the relieving officers to furnish me with forms, I do not find that the relieving officers do so, because it is purely voluntary, and there is expense in furnishing me with forms. In the first place, I have to get the forms printed at my expense; then they have either postage or some little trouble in sending me the forms, and as they are not obliged by law to do it, it is voluntary, and they do it or they do not do it, as they like.

1512. The guardians could make them do it, if they liked?—They could not if there was any expense attached to it, of course.

1513. Why not?—I suppose it would not come under the Poor Law, would it; it would not be allowed.

1514. What would be the expense?—There would be the expense of postage, you see.

1515. A few shillings?—It would not be a great expense, of course; but there is all the difference between being obliged to do a thing and it being voluntary.

1516. You would make it obligatory on the guardians to do it?—Yes.

1517. Work such as you do at Oldham is done at a great many unions in the country?—Yes, but it is very often limited. For instance, you will have a number of ladies attached to the maternity ward, who do the maternity work, but they will not touch the lock ward, or they will not touch destitute girls who drift into the main body of the building; and, again, they may not of course touch the tramp ward at all; it is very often very limited work instead of covering more of the workhouse.

1518. You could not make a voluntary lady protector, as you call her, do work if she did not choose, could you; if she is willing to do it, the guardians can allow her to do it, and encourage her to do it?—Possibly the guardians might, but it would be another thing to lay down by law that every workhouse should have such a lady attached to it, because I find on inquiry that there are a great number of workhouses where there is no work of the kind going on.

1519. Would you make the law compulsory on the lady protector?—I should lay down certain duties as the duty of the lady protector, and get a lady to take them.

1520. Then, if you could not get a lady to take them?—Then you would be obliged to do without her; but in a great number of cases I think you would find a lady protector very easily, and I think, perhaps—this is another advantage of it—it would lead to the training of a great number of ladies in charitable work, and also it would lead to the union of charitable work. I think it is a great evil that there are so many shelters and homes springing up, which work, very often, acts prejudicially with regard to the real interests of the country. I mean that they will take up cases that should not be taken up, and leave cases which should be taken up, and that arises very often from the lack of training of women in the real work of the poor law; and a number of women would be efficiently trained for work in connection with the Poor Law, if this office of lady protector were taken up systematically.

1521. You are aware, of course, that there are provisions for visiting committees of ladies, not guardians?

—I have been the secretary of a visiting committee myself, *Mrs. Higgs.* and that again is quite a different function.

1522. I suppose you are also aware that the number of the able-bodied women is very small indeed?—I know that. 29 Nov. 1904.

1523. And that in some counties there are practically none?—Yes; but, at the same time, it is an additional feature of the workhouse that women drift into the workhouse who could be made self-supporting with a little trouble. Often the only thing that lies between a woman and self-support may be lack of clothes, and it is not the function of the workhouse officials to assist any women in that way.

1524. (*Chairman.*) Perhaps, you might put it roughly in this way, that in your opinion it is very advisable that every encouragement should be given to ladies to do this kind of charitable work in the workhouse, and that every assistance should be given legally and otherwise?—Yes.

1525. I am sure you would say this, that it is difficult to lay down any hard-and-fast rule of what these ladies' duties should be. When you are dealing with voluntary help you must allow the volunteer a considerable amount of latitude; but all you would say is that every assistance should be given by the law or by the guardians to ladies who would undertake work of this description?—It would make it definite, if a form were sent for every woman who was admitted under forty who had not more than one child; a lady, if she received such a form, would consider it her duty to investigate that case. She would naturally go to the workhouse and interview that case; in the course of the interview she would learn what the circumstances were and by interviewing the girl or woman she would form some idea whether she could be made self-supporting.

1526. The lady would have to take the account given by the woman in question: that account would not be verified in any way?—This is one great advantage, if you get a woman to your door and you question her, she gives you her own account. If you get the woman in the workhouse, you have the relieving officer at her back to investigate and make sure of the information; therefore, you have a much better chance of assisting a woman whom you get at the workhouse in this way.

1527. You think the information in that case would be more reliable than it would be if you had only an oral account from the woman?—Yes; of course, I also immediately investigate the cases I get. I go to the address given me and find out the truth of the woman's statement.

1528. In the case of a woman who has come from a considerable distance, would you not have considerable difficulty in ascertaining whether her account was correct or not?—You have more difficulty; and if you write to the address and get no information, you know she is telling you lies.

1529. (*Mr. Davy.*) Your view would be, that by the abolition of the tramp ward for female vagrants a certain additional number of women would be brought into the workhouse and so brought into relation with these charitable agencies?—Yes, I think one very important thing is the detention of the feeble-minded. I think a large number of these women who drift about are really not fit to control themselves, and we might get a more effective control over them.

1530. You would have some compulsory power of detention for that?—For the feeble-minded, yes.

1531. And for the other ones, at all events, they would be in the workhouse a couple of days, and you would get into touch with them then?—We would get into touch with them and assist those that could be really put on their feet, who are really destitute.

1532. What about the women who are going about with their husbands—would you take them into the workhouse?—I think that women ought not to be allowed to travel about like that. I think it would be better if they were taken into the workhouse and the husbands were made to pay for them. I think they could go out with their husbands, if there was a reasonable presumption that the husband was a working man travelling about for work, after the ordinary detention.

1533. Anyway, some special arrangement would have

Mrs. Higgs. to be made for that class, either allowing them to discharge themselves, or taking them away from their husbands and making their husbands support them?—
 29 Nov. 1904. Yes. And in the case of children, it would be very desirable that they should be detained, in order that they should not tramp about with the children. I think it would give us an additional power over this class of vagrants. Of course, a vagrant man who has a wife and child takes that child about with him. He likes being a vagrant, he enjoys the life, and he drags the wife about. We should get a much greater power over this class of vagrants.

1534. Do you think any woman enjoys the life of a vagrant?—Yes, they tell me that it is a very happy kind of life.

1535. Although there is difficulty in getting proper sleep and food, and so on?—After a while, of course they do not mind so much.

1536. They get used to it?—They say it is a very healthy life, and the children who go along the road are remarkably healthy looking, certainly; therefore, they get a love for it, which is another reason for trying to prevent it. My own opinion is that the increase of vagrants proper is mainly by birth on the road.

1537. I am afraid the statistics hardly bear you out there?—No.

1538. But supposing that you made the life of the women in the vagrant ward more comfortable, I suppose the number of women that love the road would be increased?—No, I do not think so.

1539. They would not like the improved conditions as well as they like the present ones?—I think that one thing that prevents people going to the workhouse is the detention. They hate the detention; therefore, I do not believe it would make any difference. I think it would enable society to catch and to hold the really destitute woman, who was falling out of the home, and who needed to be cared for, who might be induced perhaps more readily to go into the workhouse in order that she might receive succour from the lady protector.

1540. You would not abolish the two days' detention in the tramp ward, supposing the tramp ward were continued?—I would apply the two days' detention only to

vagrants—I must now go into the question of men if I mention that.

1541. Well?—I want the men to work in the afternoon, and then be discharged after one night, if they are travelling in search of employment; and for women, who go along with them, it would have to be considered in each case, whether they should be discharged with the husband, or whether they should be detained longer.

1542. You have given some attention to the matter of food. What food would you suggest that they should receive when they are detained two days?—I should suggest that they should have tea, coffee or cocoa for breakfast, with dry bread.

1543. Yes, and then the mid-day meal?—For the mid-day meal, I think they ought to have a larger quantity of cheese given them with the dry bread, and that they ought to have hot water supplied, so that they could use their own tea and sugar or else have some drink given them, but I think it would be sufficient to allow hot water to use with their own tea and sugar.

1544. You would allow women who could do so to bring in their own tea and sugar, then?—Yes, and supply hot water, and then they should share with one another. I do not think they would be greedy. And for the evening meal, I think gruel and bread would do for the first meal quite well. I do not want to pamper them at all, I simply want that the food should be such as would support nature, and I think if there was greater moisture and the drink allowed for the morning with the dry bread, and then if more cheese was given, because the little bit of cheese is not really sufficient to make a meal, that that would be sufficient.

1545. (*Mr. Simpson.*) Do you think gruel and bread in the evening would be enough?—Yes, when you first go on you could manage on that; and then it is not sour; it would be fresh in the evening.

1546. (*Sir William Chance.*) If you relieve these female tramps in the workhouse instead of in the casual ward, have you considered how far it would affect the law of settlement?—I think the law of settlement should be abolished altogether.

SIXTH DAY.

Wednesday, 30th November, 1904.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
 Mr. J. S. DAVY, C.B.
 Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
 Captain SHOWERS.
 Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Lieut.-Colonel J. CURTIS-HAYWARD and Admiral CHRISTIAN, called; and Examined.

Lieut.-Col. J. Curtis-Hayward and Admiral Christian.
 30 Nov. 1904. 1547. (*Chairman.*) Colonel Curtis-Hayward, you have been chairman of the Gloucestershire vagrancy committee for some time, I think?—(*Lieut.-Colonel Curtis-Hayward.*) Yes.

1548. How long?—From 1883 to the 1st of April, 1904.

1549. What is that committee?—It is a committee formed originally by the quarter sessions, consisting of four members of their body and one member from every board of guardians.

1550. How many members are there in fact?—About twenty-four.

1551. Are you chairman of that committee now?—I am not at the present moment; I resigned on the 1st April last.

1552. Now, you have kindly come here to-day to give us some information as to the way in which vagrancy is dealt with in the county of Gloucester. The system in force is similar to the Berkshire system, is it not?—Yes, it is founded upon the Berkshire system.

1553. Can you explain to us what the system is?—Well, a vagrant on entering the county gets a ticket from the assistant relieving officer, who in most cases in our

county is a police officer. That ticket has marked upon it his final destination and his description (*ticket exhibited—see Appendix VIII*). With that he goes to the casual ward, where, of course, he is dealt with in the ordinary way; he gets his food night and morning and he has to do his task. When he leaves, the master puts on the ticket the name of the union which he has to go to next day. It must be on the road to his final destination; and also the name of a bread station. We have got one in nearly every case half-way. Sometimes he has to go a little out of his way to a bread station. It is also a police station. If he arrives there between one and three, he is given a ticket on a baker close by.

1554. May I interrupt you for a moment; who supplies the bread to the police station?—(*Admiral Christian.*) The bread is supplied by the nearest baker—any baker in the village we go to.

1555. You have no regular stores of supply?—No.

1556. Then to continue?—(*Lieut.-Colonel Curtis-Hayward.*) If he arrives at the union entered upon the ticket that evening, he has what we call a good ticket; if, on the other hand, he arrives at some other union, or has no ticket at all, he is given a new one and it is considered a bad ticket. Our committee recommend the boards of guardians to detain, for one night only, all those who show they are passing as quickly as they can to the destination which they say they are going to; and to detain for two nights all those without any tickets, or who show that they are not going straight to their destination.

1557. When you say a "bad ticket," is there anything marked on the ticket to show it is a bad ticket?—No, it would show itself. For instance, supposing a man says, "I am going from Gloucester to Cardiff," he would have perhaps "Westbury" marked on his ticket to go to; and suppose he turned up at Stroud, which is directly in the opposite direction, we would say:—"That is not where you are going to; this is a bad ticket; you must have a new ticket, and you will be detained two nights."

1558. You still give him a ticket?—Oh, yes, we give everybody a ticket. That is different to what they have done in Worcestershire and other places, where they do not give a ticket. They tried to discriminate between good and bad; I mean to say—the *bona fide* working men and those who were not *bona fide*. We never attempt to make any distinction, because we say giving this ticket is taking away the excuse for begging; therefore, we say every man ought to have a ticket in his pocket.

1559. To take away the excuse for begging and loitering?—Yes; but I must say here, that though our committee have always recommended that those with the bad tickets should be detained two nights, and made to work, personally I have no faith in detention; no faith in it at all. I have stated so publicly on several occasions, I see, looking back more than ten years ago, and I am exactly of that opinion now.

1560. No doubt, your object is to get the honest man on his way as quickly as you can?—As quickly as you can; and even for the bad man I do not think detention has any deterrent effect whatever.

1561. You want to get rid of the bad men?—Yes; but I mean to say I do not think detention acts upon vagrants in deterring them at all, or that they dislike it.

1562. When the system was started, was there a different condition of things; were there more vagrants in proportion to population than now?—In Gloucestershire at that time we had a great many more than our proper share of vagrants. We had about 1 in 40 of the total number of vagrants throughout England, which we thought was a very large number; and, in fact, the admissions were about 60,000 in the year. We started the system on the 1st July, 1882; that is, before the Casual Poor Act had any effect. That did not come into effect till the 1st January following. In the first half of 1882 we had rather a larger number than we had in the first half of 1881; it appeared to be on an increasing scale, but the moment we started our system, it dropped 50 per cent.

1563. 50 per cent.?—Yes; half the number in the September quarter that we had in the September quarter of 1881.

1564. In the first quarter after the system started?—In the first quarter it was 50 per cent. and it continued on. Of course, after that people might have said: "Oh, that is the Casual Poor Act," which, no doubt, did in the first instance deter a good many. And if you look at the statistics of 1883 there were very few vagrants in comparison that year. They increased again almost immediately; the effect went off almost directly; whereas we continued our 50 per cent. reduction with very slight variation till 1891, when we got down to—well, our numbers were 22,000 against 60,000. I calculated that our ratio then was 1 in 94; whereas before that it would be 1 in 40.

1565. Can you say whether that had any effect upon neighbouring counties?—I think that the vagrants went elsewhere.

1566. I mean, did your neighbouring counties suffer?—I think they did; therefore, that is why I should have liked to have seen it thrown over a large area.

1567. Quite so?—Because I do not think the vagrancy throughout the country decreased in anything like the proportion. Then, sir, we have had a steady increase for some time. In 1900, when there was a general decrease all over the country, we had a decrease too. Our numbers then were 30,000—that is higher than our lowest, very much; still it was a reduction. Since then we have gone up. In 1900 we had 30,071; in 1901 we had 36,354; in 1902 we had 44,465; in 1903, 58,019; and this year there will be a still larger increase.

1568. (*Mr. Simpson.*) Is that the number of persons relieved at the casual wards?—The number of persons who are admitted; of course, many of them appear over and over again. If you want to get at the actual number you will have to divide them by the number of days in the year.

1569. (*Sir William Chance.*) You have got up, in fact, to what you were in 1882?—Exactly, we have got back to that number.

1570. (*Chairman.*) Will you proceed?—So that practically we have got back to the same state of things that existed before. Well, I find that while our figures have doubled in fact between the years 1900 and 1904, you will not find anything like that increase in taking the number of vagrants sleeping in casual wards throughout the country on the 1st January or the 1st July in any one year. I find here on the 1st January, 1900, there were 5,579; on the 1st January, 1904, there were 8,519; of course, a considerable increase, but not double; about 50 per cent.

1571. Now, in what way do you account for this steady and alarming increase?—I think, very likely, Admiral Christian would give you information about that—but I should say it was due a good deal to the novelty of our system having worn off, because all fresh systems, no matter what sort, have a deterrent effect for a short time, but it very soon wears off. But our system lasted so long that I was in hopes that it was of permanent effect. I fancy that the effect of it is wearing off to a certain extent, but there is also the fact that a large number of works are being carried on in the county. We have had Bristol in the one end of the county; there are the Avonmouth docks being constructed, which attract a large number of individuals. We had for a long time the Great Western Railway Company making a new line through the middle of the county, and then in the north of the county we have railway works again. I think Admiral Christian would bear me out in this, that it is an established fact that wherever the navvies are at work there vagrants abound. I suppose the ostensible idea of people being there is that they are attracted by the work. I believe they cadge upon the navvy. I am sure Admiral Christian will bear me out in the view that the navvy is a generous sort of fellow, he gets large pay, and they turn up when he is paid and they get a shilling and so forth from him. And on the road they have always got the plausible excuse that they are going down to Bristol seeking for work. I dare say you know similar cases have occurred elsewhere. For instance, while the Manchester Ship Canal was being constructed the number of tramps was so great there that I believe they had to hire warehouses to accommodate them.

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1572. Is it not your opinion, Admiral Christian, that when there are large works going on, the idle men make that their excuse for going to a place, and the navy does encourage them ?—(Admiral Christian.) The navy, as a rule, will spend every penny he has got before he starts from one work to another. I have met them and spoken to them myself. I remember a man I met once. I gave him bread and I saw he was a hard working man. I said, "Where have you been employed ?" He said, "At Sodbury tunnel." "Do you mean to tell me you have come here for bread ; you have had very good wages during the last two or three months ?" He said, "That is all spent." They have what you call a "burst," you know.

1573. You account for this increase to some extent by these large works being started, and by the fact that a large number of honest navvies are on the tramp, and that they are accompanied by a good many men who are looking for what they can get ?—(Lieut.-Colonel Curtis-Hayward) I would say they were the majority.

1574. As far as the ticket system goes, has it worked well ?—Thanks to the police. It is essential in this that you should have the cordial co-operation of the police or else the thing is impossible.

1575. Then from first to last that system has been successful ?—(Admiral Christian.) It has practically stopped begging. People on the way-side do not give so much. This was left at every house and every cottage, warning people not to give. (Circular handed in—see Appendix VIII.) (Lieut.-Colonel Curtis-Hayward.) The ticket system has been successful, and I think that the bread system as carried out by us—no doubt it is an immense deal of trouble—is useful, because a man gets bread halfway on his road.

1576. Is this circular sent broadcast ?—Yes, it is paid for out of our bread fund, I think ; and the police distribute them.

1577. It is a notice to householders that the way-ticket system is in force in the county of Gloucester, and that under that system bread is provided for vagrants ; and, consequently, the public are requested not to give money to them. I think that is practically what it amounts to ?—(Admiral Christian.) Yes.

1578. And you have found that answer well ?—Very well. There is no doubt that it has been a great boon to the small people living near the roads ; they are not so much worried by tramps as they used to be.

1579. Probably the poorer people have suffered hitherto more than the wealthier people ?—Certainly.

1580. But they are now relieved from that difficulty ?—The poor people give more than the rich people generally. (Lieut.-Colonel Curtis-Hayward.) There is another thing which I think is very disadvantageous, and that is, if a man is caught begging, or if a man is had up before the magistrates, the seven days' imprisonment has very little terror for him ; I think a great many of them would rather be in prison than working in the casual ward now that the treadmill has been done away with.

1581. I asked just now how other counties did when Gloucester had very few vagrants ?—There is a return by the late Mr. Murray-Browne, Local Government Board Inspector, of four counties in the district, showing that Gloucestershire, which had the way-tickets, compared very favourably with the others ; in Berkshire, the numbers rose very considerably when they gave up their system.

1582. You would say, that apparently the success in Gloucestershire did have the effect of raising the numbers in other counties ?—Other counties rose, but whether it was cause and effect I cannot say.

1583. The numbers rose correspondingly with the diminution in Gloucestershire, I suppose ?—Yes.

1584. (Mr. Simpson.) Really the effect of the way-ticket is that the public do not encourage tramps ?—Well, I wish I could say they did not altogether. That is what we hoped would be the tendency ; but I am afraid there are a great many people who tell you that they have never read the leaflets, or even seen them.

1585. But still that is the only way in which the system really discourages tramps ?—Yes, that is the way ; by constantly preaching to these people that they ought not to give.

1586. (Sir William Chance.) You require the co-operation of all the unions in the county, do you not, to make it a success ?—Oh, yes.

1587. I believe that was the reason it broke down in Berkshire ?—Well, there were one or two other reasons. You remember, of course, that Mr. Henley, a man who was very well known and very influential, objected ; and, of course, it was impossible to carry out the system against his advice. That was the real reason of the breaking down in Berkshire.

1588. Then the employment of the police is an essential part of the system, is it not ?—Yes.

1589. Are the police employed as assistant relieving officers all over your county ?—(Admiral Christian.) Yes, they are.

1590. That contributes to the success of the system, I suppose ?—Tramps have to go for their tickets to the police.

1591. Now, what is the ration that is given at the police station ?—(Lieut.-Colonel Curtis-Hayward.) We started with a pound of bread, and then after five years, we reduced it to half a pound ; we thought half was sufficient.

1592. On the leaflet sent round to the householders the amount that is given is not mentioned ?—No, it is not mentioned.

1593. Is that done purposely ?—I thought it only necessary to say provision was given. Otherwise you would start ideas ; some people would say the man has got no cheese, and so on. I thought I would put down merely the fact that they were given certain food.

1594. If you mentioned that it was merely half a pound of bread which was given, do you think that that would induce the charitable public not to give alms ?—That is very difficult to say.

1595. That is not the reason why you did not mention the quantity ?—Well, partly. We have letters from all sorts of people ; some people asking whether we could not give them a little cheese ; others if we could not give them this and that ; so we thought it was very much better not to particularize in a circular, but just mention the fact that provision was given.

1596. You both agree that it has tended to stop the practice of giving indiscriminately ?—Yes.

1597. You have got no figures to prove that ?—Well, Admiral Christian will tell you the number of people who have been had up for begging.

1598. (Dr. Downes.) Does the tramp know how much bread he is entitled to have ?—Oh, yes ; he very soon gets to know that.

1599. Can you tell us what proportion of those who get the bread tickets use them ?—About 28 per cent. during the last ten years.

1600. Has the proportion varied during your experience ?—No, not a great deal ; from 25 to 28 per cent. I should say it has never gone below 23 per cent. and never above 28.

1601. It has been pretty uniform ?—It has been pretty uniform all through the year.

1602. Did you find the pound ration wasted ?—Well I do not know ; it was in 1887 ; and it is rather difficult to remember altogether. Admiral Christian and myself and several of us consulted, and we came to the conclusion, besides the question of expense, that the half pound of bread would be amply sufficient.

1603. (Chairman.) That is for the one individual ?—One individual.

1604. (Dr. Downes.) What would be the ordinary distance to a bread station ?—About 9 miles.

1605. Have you been successful in getting the support of the guardians in Gloucestershire ?—Yes ; taking all through, we have : of course, some are more keen than others.

1606. And have they maintained their support up to the present time ?—Do you mean financially ?

1607. Well, financially or otherwise ?—Financially, we have only quite recently got their support ; we have always had their moral support, and I may say their

working support, but a great number of the guardians have always held that the cost ought to be paid out of the rates; and it is only within the last two or three years that authority has been given by the Local Government Board for a subscription or a donation to the vagrant fund being paid out of the rates.

1608. So that financially you have more support now than you had in the beginning?—Yes.

1609. You did not start with the support of the guardians?—Every board of guardians.

1610. Then with regard to the working support, is that maintained?—Yes.

1611. And on the part of the officers?—Yes.

1612. (*Mr. Simpson.*) Do the police employed as assistant relieving officers get extra remuneration from the poor rate?—(*Admiral Christian.*) Yes, in the large towns like Gloucester and Cheltenham, they do.

1613. Not in the country part?—No.

1614. I notice that in that ticket there is mention of the relieving officer for vagrants; does that mean that police act as relieving officers specially for vagrants?—Yes, for vagrants; not for the others.

1615. Not otherwise?—No.

1616. (*Captain Showers.*) Do you find that the way-tickets are transferred to other persons than those to whom they are issued?—No.

1617. How is the bread bill paid?—(*Lieut. Colonel Curtis-Hayward.*) Each superintendent sends in the bread bill for his district to the chief constable, and they are all made up and sent to me. I pay them by cheque to the superintendents of police, who send me a receipt. The receipts for the bills are all sent to Admiral Christian, who, when they are complete, sends them to me, so that I get the whole quarter's bills.

1618. Do you not find that the seven days' sentence given to these tramps induces many of them to commit some small offence to get imprisonment, with a view to being helped along by rail to their destination?—I do not think the prison has any terror. For instance, in one union they have had a great number of cases of refractory tramps, and they have always stated, when they have been had up, that they would rather do the hard work in prison than break stones in the workhouse, because it is easier work.

1619. (*Chairman.*) They have said that, have they?—Oh, yes.

1620. Have they said anything with reference to the difference of the diet?—Yes, I have been told some time ago—this is by the governor of a gaol—that some of the prisoners said that they liked the fare better than they did that of the workhouse.

1621. (*Captain Eardley-Wilmot.*) Of course, the fare of the casual ward is only for a day or two, and the fare of the prison is for never less than seven days practically; is that not so?—Yes.

1622. You would not propose to reduce the prison fare below that of the casual ward, would you?—No, I should propose increased work.

1623. Do you not think the imprisonment, the actual detention, is deterrent?—I do not think so.

1624. The pleasure of the tramp is his absolute freedom to go where he pleases; do you not think the discipline of the prison, the actual fact of being locked up, acts as a deterrent?—A great many of them appear not to care where they are.

1625. They do not?—In the summer they lie under the hedges; in the winter, as long as they are not at work, they do not care where they are; if they have sore feet, I have heard a tramp tell me they would prefer being detained. They do not like being turned out next morning; they prefer being detained, because they like the rest.

1626. Then you say the seven days' detention is no deterrent?—No deterrent whatever.

1627. Then there is no such thing as deterring people from being tramps?—If you could get the public not to encourage them.

1628. I mean there is no penal treatment which would

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reduce the number of tramps?—If you could make them work. The tramp does not want to work.

1629. He is made to work in the casual ward, yet you say that does not deter him?—He is made to work; but he does not like breaking two cwt. of very hard stone and then being turned out. The same amount of work is not carried on throughout the day. When they are detained, a great many of them are allowed to dine in the social wards, where they have a jollification and talk; and philanthropic people come down very often and assist them, and visit the casual ward with the idea of reforming the tramps. Well, I do not think it has any deterrent effect whatever, because I find that, whereas 28 per cent. of our tramps during the last ten years have applied for their ration on the way, showing that they have kept their ticket, nothing like that number turned up at the workhouse afterwards with their tickets, though at many of the workhouses the fact of their not having it would have the effect of their being detained two nights.

1630. (*Sir William Chance.*) As to the effect of large works attracting vagrants, do you remember the year 1886 in Gloucestershire; on the 1st January in that year, the number of vagrants relieved in the casual wards in Gloucestershire was 179?—Yes.

1631. On the 1st January, 1885, the number was 67. On the 1st January, 1887, the number was 120. And 179 were relieved on the 1st January, 1886; 75 were relieved out of the casual wards—probably in common lodging-houses. That seems to point to an exceptional state of things. Do you remember anything that happened in 1886 to account for that; were there large works going on?—1886 was the first year of the tramp census. On the 5th April there were 111 in the casual wards, but, of course, you cannot take one day in the year; you must have the average.

1632. Still that particular year stands out in the whole of the decade?—In 1886 there were 597 in common lodging-houses, but there were 592 in 1887, and 578 in 1885, so there was not many more in common lodging-houses than in the preceding and succeeding years; but in the casual ward in 1886 there were 111 on the 1st April; there were 98 in 1887; 92 in 1885; 83 in 1888; and 103 in 1889; and so on.

1633. I thought probably you might remember some exceptional circumstance in that year?—No, I do not remember that in 1886 there was anything very special.

1634. (*Dr. Downes.*) Do you know how far genuine working men use your bread tickets?—No, it is impossible to say; you will find the same person described in different ways by different people. (*Admiral Christian.*) I have got the analysis here of the trades of the persons who slept in the casual wards on the 5th April, 1904. (*See Appendix VIII.*)

1635. (*Mr. Davy.*) Can you tell me the proportion of bad tickets to good tickets?—(*Lieut.-Colonel Curtis-Hayward.*) Yes. During the last ten years 395,000 were admitted to casual wards; 111,300 or over 25 per cent. applied for the mid-day ration of bread; and 88,000 out of the 395,000 brought good tickets.

1636. And can you tell me the cost of the system, so far as the bread is concerned?—Of course, it varies very much. I think it is costing now nearly £80 a year, but taking the average for the whole time the annual cost is about £45.

1637. Quite a small sum?—Yes, quite a small sum.

1638. With regard to sentences, is there any general understanding amongst the justices as to the kind of sentences they would give?—Our committee always requested benches of magistrates to send all prisoners found guilty of begging to prison.

1639. But is there any pre-arranged uniformity with regard to the sentences?—No.

1640. Do the sentences go as high as twenty-eight days?—(*Admiral Christian.*) No. Seven to ten days is about the average.

1641. Seven days, meaning four in prison?—And, unfortunately, magistrates are very apt to let vagrants off.

1642. Is there any difficulty in securing convictions?—No, I cannot say that. It depends very much on the

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magistrates. Some magistrates will say: "See him out of the town," and that kind of thing.

1643. Have you any of that class of magistrate who will give a man 1s. and let him go?—Yes, I have known it.

1644. With regard to the point you raised about the tramp not caring where he was so long as he had some leisure: the work in casual wards in Gloucestershire, I suppose, is task work?—(*Lieut.-Colonel Curtis-Hayward.*) Yes.

1645. The task work was fixed for the average man?—Yes.

1646. Consequently, a stronger man would do his task, and have a considerable amount of leisure, which is what they like?—Yes.

1647. (*Chairman.*) No doubt, a good many of these tramps are inebriates?—Well, I have no data for that.

1648. What is your opinion with regard to the length of sentence most suitable to the ordinary vagrancy cases as a deterrent?—I think if a man had fourteen days on the treadmill it might act as a deterrent; but I doubt whether fourteen days on the present prison diet and work is any deterrent to him.

1649. Then take fourteen days as against seven days; which do you think is preferable?—Why, fourteen is preferable to seven; it keeps him a little longer.

1650. (*Captain Eardley-Wilmot.*) Are you acquainted with the prison work at all?—No, I am not a visitor to the prison.

1651. On what do you base your opinion as to the present form of the work?—Well, I know it is very slight.

1652. By hearsay?—I do not mean to say that I have never been to the prison; I have been to the prison occasionally, but I am not a regular visitor.

1653. I suppose it would not come to your knowledge that 50 per cent. of the men who are sent to prison for short sentences are not fit for first-class hard labour, and, therefore, for the treadmill?—No, I did not know that.

1654. That might alter your opinion as to the value of the treadmill for tramps?—Well, I said that from hearing the remarks made at the police court by tramps, that they did not mind going to prison; that it was lighter work.

1655. But do you not think men make these remarks without meaning it; these people are fond of boasting, are they not?—But then it occurs over and over again at a police court. I know of no strike at the workhouse, but time after time men are had up for refusing to do the work and saying they prefer to go to prison.

1656. (*Dr. Downes.*) Should you be in favour of detaining the habitual vagrant in a reformatory, say, for two years?—I think it would be excellent if you could do it.

1657. The present prison system is too short for any reformatory influence?—Oh, yes, certainly.

1658. And in your opinion it does not act as a deterrent?—No, it does not.

1659. (*Chairman.*) Have you inquired into or had any experience of the labour colony system?—No, except reading a few articles.

1660. You have not seen any of the labour colonies abroad, have you?—No, I have not.

1661. Now, Admiral Christian, I should like to ask you a few questions. You are the chief constable of Gloucestershire?—(*Admiral Christian.*) Yes, sir.

1662. You have heard Colonel Curtis-Hayward's evidence?—Yes, I quite agree with what he says.

1663. You agree with it?—Quite. I have got here a report (*see Appendix VIII.*) with reference to tramps; first of all the numbers and trades of persons who slept in casual wards on Tuesday, April 5th, 1904, and that return goes from 1885. I see in 1885 the number of people sleeping in casual wards was 92; in 1904 there were 226.

1664. Do you agree with what Colonel Curtis-Hayward says as to the new works being the probable cause of an increase in vagrancy?—Yes, sir, as one cause; and I fancy the trade of the country has not been so good in years past.

1665. No?—That is another cause. I have no doubt

in my own mind that the degeneration of people into tramps is brought on prematurely by drink, which incapacitates them for work. Half of these tramps are not fit for a hard day's work; in fact, they would not take them on to a railway work.

1666. With reference to the question of short sentences, if a man who has been living a drunken life for some time is put in prison for seven days, do you not think that, instead of being benefited by being put in prison, he comes out more ravenously anxious for drink than he was before he went in?—I think that is human nature.

1667. Consequently, instead of there being any curative effect from a short sentence upon a hard drinking man, it will do him more harm than good?—Yes.

1668. Then, from that point of view you probably would agree, with others, that a short sentence upon the tramp—I would call him an alcoholic tramp—would be doing him more harm than good?—Yes, he is not kept there long enough to do away with the appetite for drink.

1669. (*Mr. Davy.*) You say that the tramps are not able-bodied, but is not tramp life very hard?—It is a very hard life.

1670. A man must be very tough to go on from day to day?—Yes, but it is a lazy life; they do not dig or work; they saunter along roads, lie underneath hedges, they do no hard work; and you can always tell this by a man's hands.

1671. Oh, yes; but I mean that a man, to endure the life of a tramp at all, must be a pretty tough customer?—He is not a muscular man; he is not the man to do a navy's work.

1672. Do you think that your warning against indiscriminate almsgiving is losing, or has lost, its effect?—No, I have no reason to say so. I think that we ought to issue these notices again throughout the county. It is rather a troublesome job for the police to leave one of these at every house in the county, but this is what has been done.

1673. Have you had any complaints of threats by tramps when begging?—No, very few; and going along the main roads—we will take, for instance, from Bristol to Gloucester—I have often met tramps; in years gone by I walked a good deal; but they never attempted to take anything.

1674. I mean the case of a tramp who would put his foot in the door of a cottage?—Oh, yes, there have been cases, but not many of them.

1675. To a great extent that might be prevented by the vigilance of the police?—Our police patrol the main roads in plain clothes a great deal.

1676. And that is the most effective cure?—That is the only way of stopping it.

1677. Only about 28 per cent., I understand, of the tramps use their ticket for a mid-day meal?—The rest of them have not got proper tickets; they will not get bread without a ticket.

1678. But how do the rest of them, which amounts to 72 per cent., get their mid-day meal?—Probably a good many of them when they start have not made up their minds which way to go.

1679. How do they get their mid-day meal?—They get their mid-day meal if they have a good ticket.

1680. If they have not a ticket?—They will not get a mid-day meal.

1681. Then, as a matter of fact, they must get something to eat in the middle of the day?—Yes.

1682. Is not that a sort of measure of the extent to which the warning against almsgiving breaks down?—I think it has had a great deterrent effect against begging, that ticket system, and it is of great value, in my opinion; it is a protection to the poor.

1683. My point is that 72 per cent., I think, do not get a mid-day meal by their way-tickets; they must get their mid-day meal, therefore, by begging or stealing, must they not?—The average amount of money found on persons arrested for begging is about 6d. The largest amount was 1s. 10d.

1684. (*Chairman.*) Those are men who are searched ?—Those are men who are searched, of course, when they are arrested for begging.

1685. But I dare say you know that a clever vagrant is a very good hand at concealing his money ?—Oh, very.

1686. If he has valuables or money it is hard to find it ?—They conceal their money before they go into the tramp wards.

1687. They plant it outside very often ?—Yes.

1688. (*Mr. Davy.*) What do you do with men who are tramping with women ; do both of them get a ticket, the man and the woman ?—Yes.

1689. And what do you do with children ?—Children the same.

1690. They get a ticket ?—Yes.

1691. So that the family going across the county would get quite a considerable quantity of bread ?—Oh, yes, quite a considerable quantity.

1692. (*Mr. Simpson.*) It is very surprising that so small an amount is found on persons arrested for begging. Do you put it down to the fact that in Gloucestershire begging is not such a profitable pursuit as in some other counties ?—No, no ; I do not say that, I do not say what the other counties happen to have ; but I can say that in the year 1887 there were 480 people arrested for begging in Gloucestershire ; and in 1903 there were 300.

1693. No new orders have been given to the police with regard to that ?—No, none whatever.

1694. So that you may assume that that is a real decrease in the amount of begging ?—Yes.

1695. Do you get many vagrants charged with crime at sessions in Gloucestershire ?—Yes, there is a fair average. I see that the return of tramps convicted for stealing and offences other than begging in 1887 was 274 ; and in 1903 there were 493 : that is an increase.

1696. That means tramps charged with stealing ?—Yes, the average amount of money found on those is somewhat about 7d.

1697. And offences against the person—do you find many ?—No.

1698. Should you say, in your opinion, that the main evil of vagrancy is that the tramps are a nuisance to the public, or that they extract money from the public, or that they add to the amount of crime ?—Well, they certainly add to the crime ; they take an opportunity of breaking into a cottage if the people are away ; that is the crime they generally commit there.

1699. You think it is a serious evil at present which rather requires some remedy, if it can be found ?—Oh, yes, certainly. There is rather a striking return which I have here. Between Chepstow, which is in Monmouthshire, just on the other side of the river Wye, and Westbury-on-Severn—that is a distance of about twenty-one miles—between these two points there is no workhouse, and the tramps simply swarm along that road and sleep out. It is a long distance—twenty-one miles ; they have nowhere to go to. For instance, the number of persons proceeded against in the county during the last nine months for begging was 276 ; but in that district which I have just mentioned, there were 286—more than the whole county put together. That is the road between South Wales and Gloucester and London ; the people tramping have nowhere to go, and they sleep out ; and the number of persons in that district arrested for begging during the last nine months was 121, and for sleeping out 165. We are simply swarmed with them.

1700. What are the occupations of these people ?—196 are described as labourers. Then comes a thing I am not prepared for ; there are thirty-two seamen ; that is, men making their way from Cardiff and Swansea to London to get other ships.

1701. And a great many foreigners, I suppose ?—A great many foreigners.

1702. (*Chairman.*) What would you suggest as a remedy for that ?—There ought to be some place between Chepstow and Gloucester. Lydney is the place for it ; it is half-way.

1703. I suppose you would agree with me that twenty-one miles is a long distance for men that are not good pedestrians ?—Yes.

1704. And consequently it is hardly a punishable offence for a man to sleep out who is tired and cannot get any further ?—No ; but you see we are obliged to arrest them, because they are extremely dangerous, sleeping under hay ricks, and things of that sort.

1705. (*Mr. Simpson.*) Would you arrest a tramp if you found him sleeping out anywhere, even if he is in a hay loft or a building ?—Oh, anywhere ; we always arrest them.

1706. Is there a police station to which you could attach a shelter to meet the case ?—No, we have no police station.

1707. You have no police station at any intermediate point ?—We have a police station at Lydney, but we have no room there.

1708. A shelter alone probably would not be advisable. Would there not be a possibility of attaching a shed to the police station, which would be watched by the police, and where the men could go and sleep ?—That would entail work on the police.

1709. Has there been any attempt in the county to deal with this particular road ?—No, there has not.

1710. (*Mr. Davy.*) I gather, from your description of that road, that you think that under some circumstances a workhouse vagrant ward is useful ?—I think there ought to be one.

1711. As preventing men from sleeping out ?—Yes.

1712. And facilitating their walking on their journey ?—Oh, yes ; certainly.

1713. (*Mr. Simpson.*) Is the greater part of the road you spoke of in Gloucestershire ?—The greater part is in Gloucestershire.

1714. And the other part is in Monmouthshire ?—There is a station within a mile and a half of Chepstow on our side of the Wye, and we have had a great many people sleeping out there in that short distance.

1715. (*Captain Showers.*) In regard to these way-tickets, are they served out only at police stations, or are they served out by constables at villages as well ?—All at police stations.

1716. You take a census of vagrants every year, I think ?—Yes, every year.

1717. Would not the weather affect the numbers that are in the lodging-houses ?—Well, it is cold in April. I do not think that would affect them. Of course, it would if the census were taken in June ; it would be quite a different thing altogether.

1718. Have you any fruit picking in your county ?—Oh, yes ; the fruit pickers do not give us very much trouble. There is a very large fruit establishment at Toddington, and they have got shelters for their people ; there are hundreds of women ; and where they shelter these women they keep them in very good order ; they must be in at 9 o'clock ; there is excellent discipline, and we have little or no trouble with them. But the people we have trouble with are the pea-pickers, and these are the refuse of all the towns. You see the pea-pickers and the hop-pickers going into Worcester from Cheltenham, trains full of them at a time.

1719. (*Chairman.*) Where are the pea-pickers lodged ?—Wherever they can.

1720. There are no bothies ; no arrangements for them as we heard of in the case of the hop-pickers ?—No.

1721. (*Mr. Davy.*) Are there bye-laws in force as to hop-pickers ; do the sanitary authorities enforce bye-laws, as we do in Kent ?—No, we have nothing of the sort.

1722. I think yours is the county that came to a conclusion as to what is the proportion of the whole number of the vagrants who go into vagrant wards ?—Yes.

1723. You make it about a quarter, do you not ?—About a quarter.

1724. Is that pretty uniform all through the year ?—Yes, I think you will find it so. (*Lieut.-Colonel Curtis-Hayward.*) We have more in the casual ward this year ; but taking the average for twenty years, you will find a quarter is about right.

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Hayward
and Admiral
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1725. (*Chairman.*) You could not say the number of the tramps this year, could you ?—(*Admiral Christian.*) No, not for this year.

1726. (*Mr. Davy.*) The tramps, that is, homeless persons, who are not in vagrant wards sleep elsewhere : where do they sleep ?—At lodging-houses.

1727. Anywhere else ?—No, I do not think so.

1728. Only in lodging-houses ?—With reference to lodging-houses, a fact came to my knowledge. A few days ago I was talking to the Local Government Board Inspector, and he told me that in Gloucester they have not room for all the tramps, so they send them to the lodging-houses. Well, by law, tramps in the workhouses are obliged to have bread given to them, but we gave nothing to the men sent to the common lodging-houses, so that tramps who go to the common lodging-houses do not get any food given them.

1729. (*Chairman.*) But their bed was paid for, I suppose ?—The guardians paid for their bed.

1730. They had their bed paid for, but they got no food ?—They got no food.

1731. (*Mr. Davy.*) Is it within your knowledge that the tramps prefer the lodging-house without food to the workhouse with food ?—I think so. The food they get is only bread.

1732. And as a matter of fact they prefer going to the lodging-house to remaining in the workhouse ?—Yes.

1733. I suppose there are many in the lodging-houses who have food and share it ?—Yes.

1734. Lodging houses are under the jurisdiction of the sanitary authority ?—Yes.

1735. Have you any lodging-houses for women alone ?—No, we have not.

1736. All mixed ?—They are all the same.

1737. What is the ordinary sum paid for a bed ?—Threepence.

1738. Have you any municipal lodging-houses ?—Not in the county. The lodging-houses in Gloucester and Cheltenham are all visited every night by the police.

1739. (*Chairman.*) In the large towns have they any municipal lodging-houses ?—No, they have not except in Cheltenham and Gloucester.

1740. (*Sir William Chance.*) I understand that you agree with Colonel Curtis-Hayward that the carrying out of the Order of 1882 as to detention has had no effect on vagrancy ?—No, it has had no effect.

1741. I suppose you would consider that the effect of carrying out that Order as to detention would be rather to keep the vagrant away from the casual wards ?—To protect the poor people on the side of the road, that live there.

1742. Therefore, that you would have a smaller number in consequence ?—I think so.

1743. Would not one of the results of the way-ticket system be that the tramp would be rather induced to go into the casual ward because he knows he would get a mid-day meal next day to help him on. He cannot get the ticket without going to the casual ward ?—I can hardly say that, because after all it is only half a pound of bread.

1744. Half a pound of bread would not attract him into the casual ward ?—No.

1745. You gave us figures as to casuats relieved in the casual wards. Have you got the numbers in the common lodging-houses for the same date ?—The number in the common lodging-houses was 594 in 1888.

1746. You gave us the numbers for a day in April, 1885 and 1904. You said there were 92 casuats relieved in the casual wards in 1885 ; how many were there in the common lodging-houses on the same date ?—In the common lodging-houses 570.

1747. Then you said 226 casuats in 1904 ; how many in common lodging-houses ?—465 in 1904.

1748. That is rather remarkable, is it not ?—It is.

1749. It shows that the casual wards are rather more appreciated now than they were ten years before ?—It shows that the number is constant in the common lodging-houses ; but the increase is in the casual wards.

1750. You mean, of course, the common lodging-houses have only got a certain amount of accommodation ?—They have only got accommodation for a certain number.

1751. Therefore, it must keep pretty constant ?—They then go to the casual wards.

1752. They go to the casual wards if they cannot get into the common lodging-houses ?—Some of them ; there are fewer common lodging-houses to-day than there were twenty years ago.

1753. Have you got any figures showing men, women and children separately ?—Of the 226 in casual wards in 1904, 195 were males, and 31 females ; 10 were under sixteen years of age and 216 were sixteen years of age and above ; 225 were strangers, and one was a known resident.

1754. Then of the 465 in the common lodging-houses, have you got the figures for men, women and children ?—Yes, 384 were males, and 81 females ; 19 were under sixteen years of age and 446 above ; 268 were strangers, and 197 known residents.

1755. It has been asserted that sometimes a tramp who is wandering with his family, say a wife and child, goes into a casual ward, and leaves his money with the wife who goes with the child into a common lodging-house ; is that frequently done ?—Oh, yes, very often done, there is no doubt about that.

1756. I suppose in the Gloucestershire unions there is a considerable want of uniformity in carrying out the regulations of 1882 ?—That I have no knowledge of.

1757. Have you at all considered the question of labour colonies in connection with the tramp system ?—No.

1758. (*Dr. Downes.*) Does your census extend to persons found sleeping out ?—Yes.

1759. Could you give us the numbers of those ?—The number of persons proceeded against for sleeping out, between January 1st and September 30th, 1904, that is nine months, was 276, that is for the county, bar the district I have just told you of ; of these 207 were convicted and 69 discharged. Then, in that road of twenty-one miles that I told you of, 286 were proceeded against for sleeping out and begging, of whom 221 were convicted and 65 discharged.

1760. Did you count those sleeping out in the particular night when you took your special yearly census ?—No, I did not.

1761. Is your census for your own purposes or part of a general return ?—No ; it is taken by the police on the 1st of April.

1762. Is it taken all over the county ?—All over the county.

1763. All over England ?—Oh, no, only our county.

1764. (*Mr. Davy.*) Do these figures entail a great amount of work in their preparation ?—A good deal of office work. It is a very large county, and every station has to send in its return.

1765. (*Dr. Downes.*) This system of the way-ticket and also that system of taking the census promotes a special knowledge on the part of the police of the vagrant class, I believe ?—Certainly.

1766. And that I take it is very advantageous ?—Very much so.

1767. (*Chairman.*) With regard to the railway work, probably at the end of the job there would be a lot of men on the roads ?—Yes, they would be travelling for other work.

1768. Yes, quite so ; but for some weeks, I suppose, after the completion of the railway you would have a great number of tramps on the road ?—Yes.

1769. Would that to some extent account for the large numbers last year and the year before last ?—Yes, I think it would.

1770. That would be an exceptional circumstance ?—Yes.

1771. In the casual wards in the county of Gloucester, I believe the system both of baths and search is universal ?—(*Lieut.-Colonel Curtis-Hayward.*) Yes.

1772. Can you say whether or not that has been found to be beneficial?—I think so; I do not think tramps like being searched or being washed.

1773. That would rather prevent the idle man seeking the casual ward, and rather incite him to go elsewhere where he would not have to bathe and would not be searched?—Oh, I think, if a man can get into a lodging-house, he will do so in preference to going into the casual ward.

1774. What is against that is that he will have to pay threepence for the one and nothing for the other. Did you find any difference at the end of the war?—During the time of the war our tramps got down very considerably. There is no doubt a large number of men on the tramp who either are reservists or have been in the Army.

1775. Can you give an estimate of the number of tramps all over England and Wales?—Well, I could only do that by establishing what the ratio of Gloucestershire was as compared with England and Wales. Some years ago I went through various statistics and I made it one in seventy-two.

1776. (*Mr. Davy.*) Was that the proportion of vagrants?—Yes; the proportion that Gloucestershire bore towards the rest of England and Wales in vagrancy. I worked out all the statistics I could get at, and I made the proportion of Gloucestershire one in seventy-two. The late Mr. Murray-Browne also worked it out and made it one in seventy-seven. We got pretty near, and he wrote to me afterwards and said "Your estimate no doubt is rough, but I think it is practically correct." I have shown since then that the proportion Gloucestershire

(outside the city of Bristol) bears to the rest of England is one in seventy. Taking that proportion, I calculate that there are 22,000 persons who go to common lodging-houses and the rest to casual wards. There are practically 30,000 people wandering about the country.

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1777. We have had some evidence dealing with the insanitary condition of common lodging-houses; can you say anything about that?—No, I cannot. In the country the number of common lodging-houses has decreased; in the towns I suppose there is about the same. In Northleach, a small country town, the only common lodging-house there has been closed. The tendency of late years has been for all the common lodging-houses in villages or small towns to disappear.

1778. Then what becomes of those who naturally would go to lodging-houses?—They are obliged to go to the casual wards, which has rather increased the number in the wards.

1779. Are you aware that in the 22nd Report of the Poor Law Board there is a reference to a return issued by the police as to the number of vagrants known to them; there were 32,528 in 1867, and 36,179 in 1868?—Yes.

1780. Closely approximating to your figures?—Yes.

1781. But for a different date?—Yes, for a different date.

1782. Rather tending to show that the stream of vagrants is more or less constant?—I think my data is fairly correct—Gloucestershire one in seventy.

Mr. A. C. MITCHELL and Captain STERNE, R.N., called; and Examined.

1783. (*Chairman.*) Mr. Mitchell, you are, I believe, chairman of the Wiltshire vagrancy committee?—(*Mr. Mitchell.*) Yes.

1784. That is a county committee?—May I explain the formation of the committee very shortly.

1785. If you please?—The committee arose out of a motion which was made originally at quarter sessions in the year 1881, when it was resolved that a committee should be formed partly of members of quarter sessions with representatives from boards of guardians. We worked on until the days when the administrative functions of quarter sessions were done away with and the county councils and standing joint committees came in. Then this committee was transferred to the standing joint committee, and it is now composed of members elected from the standing joint committee and representatives of all the boards of guardians in the county.

1786. In what proportions are the joint committee and the guardians represented?—About equal. We are not limited as to the number elected from the standing joint committee. We invite boards of guardians to send one representative each.

1787. How many boards of guardians are there?—There are eighteen unions within the county and one bordering on the outside with two parishes in Wilts.

1788. You say there is no fixed number of the standing joint committee representatives on your committee?—The standing joint committee is not tied down to any particular number. We elected seventeen members this year.

1789. Do you elect them every year?—We elect them annually. The standing joint committee can add to that number; at the same time they are not bound to fill up a place if one member lapses.

1790. It is a co-opted body you may say?—Yes, well it is elected from the standing joint committee and each board of guardians is invited to send a representative.

1791. We have heard Colonel Curtis-Hayward's evidence as to the way-ticket system in Gloucestershire. You have, I believe, in Wiltshire a way-ticket system?—Yes.

1792. Now will you describe to us, please, your way-ticket system. I presume you know the Gloucestershire system?—Yes, sir; we were before Gloucestershire by a few months. This committee, that I referred to just now as having been appointed by quarter sessions in the year 1881, was to inquire into all the systems with regard to

vagrancy, and the committee made up its mind to recommend to quarter sessions the adoption of what was then called the Berkshire system, which was this ticket system. That was adopted, and a few months afterwards Gloucestershire adopted the same system, and it was shortly this, that on a tramp applying at the first union he arrived at in the county for relief he was given a way-ticket on which was entered his description, his final destination and the places where he would call. Here is a sample of the way-ticket (*way-ticket handed in—see Appendix VIII.*). Arrangements were made at convenient places where a police constable was stationed, where the tramp could get bread between workhouses which necessitated a fair day's march. This ticket, as long as he proceeded in the direction to the final destination to which he declared himself to be proceeding, entitled him to eight ounces of bread (in Gloucestershire it was a larger amount at first, now it is eight ounces) between the hours of twelve and two at the given stations. As long as he kept on his way to his final destination that held good between union and union.

1793. Was this ticket signed or viséd, I mean, at the end of each day?—Yes.

1794. It seems to be, as far as I can see at a glance, like the Gloucester one?—I should think the Gloucester one is absolutely the same.

1795. The man is passed on from point to point, as long as he keeps on the route he originally described, and he obtains his meals of bread at a given point in the middle of each day?—Yes, sir, between the hours of twelve and two.

1796. Well, suppose that that man varies his route; what happens?—If that man varies his route, according to the recommendations of our committee—of course we cannot be responsible for the actions of boards of guardians; we have done all we can to get every board of guardians in the county to follow our system—if he varies his route he would then be in the same position as the man who arrived without a ticket at all, and would be liable to full detention under the Casual Poor Act, 1882.

1797. But does his ticket cease to be operative if he leaves his route?—Yes; then he would start afresh. If the board of guardians follows our advice he would then start afresh with a fresh ticket, and if he kept to his route then he would be entitled to the advantages we offer. We advise the board of guardians that if a man has his ticket in order, that he then shall be forwarded on his

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road at the earliest possible time after having broken the portion of stones for his one night's detention. And I may say I have found a most excellent plan some years ago, when I was a guardian at Chippenham, when we first started separate cells there. We had a system by which each man had a whistle in his separate cell and as soon as ever he had completed his task of work he went out independently of any other casual; and that avoided numbers of men getting on the road at the same time, because each man went off independently and got away by himself on the road; we found that a very good plan. I may say that at Chippenham we had separate working cells as well as separate sleeping cells, one leading out of the other. I consider this a great point as giving complete isolation: it is a benefit to the real wayfarer, and a deterrent to the professional vagrant.

1798. Can you tell me what is the total cost of the bread that is given under your ticket system?—I have here the last report; it is dated 21st January, 1904. The total sum paid for mid-day meals to 11,430 persons was £43 18s. 9d.

1799. Now has the cost materially increased during the last few years?—Yes, sir, it has.

1800. We were told in Gloucestershire it had nearly doubled?—It has considerably increased. Is there any particular year you would like to compare with?

1801. Take about six years ago, say 1898?—The number relieved in 1898 was 10,687.

1802. And the cost?—£40 4s. 10d.

1803. Then £43 does not mean a very large increase?—Oh, no.

1804. But that is probably for 1904; that would not be for the whole year?—I only read you the date of our report which was naturally for the previous year; the accounts are made up to December 31st, 1903.

1805. The increase then from 1898 to 1904 is only a matter of £3?—(Captain Sterne.) There was a considerable decrease in the interim.

1806. There were special circumstances in Gloucestershire which apparently brought an influx of tramps; for instance, the Avonmouth docks near Bristol, and the very large additions to the Great Western line. These circumstances did not apply to Wiltshire?—Against that in Wiltshire there is the new barracks that the Government are building at Tedworth. That is the cause in a great measure, I think, of our increase. (Mr. Mitchell.) With regard to our increase of two years ago, there were two very important additions to the Great Western Railway going through the county.

1807. You would confirm what the witnesses from Gloucestershire have said that great works like that cause an influx of this vagrant population into your county?—Oh, certainly. (Captain Sterne.) No doubt.

1808. Have you any contributions from boards of guardians to the cost of this bread, or is it all paid by voluntary subscriptions?—(Mr. Mitchell.) We approached the Local Government Board many years ago as to whether we could not get help from the guardians. Our great object on the committee was to make this thing permanent as far as we could, and I think you would agree with me that a thing dependent on voluntary subscriptions cannot hope to be permanent; but we were advised that the Local Government Board could not authorise any payment to funds such as ours as for mid-day relief. Two years ago the Local Government Board were again approached on this matter, and they then said that they would sanction any reasonable contributions by boards of guardians to the funds of the committee. We then made a scheme taking as our basis 1d. per £100 of the rateable value of each union. We did not know how best to make a basis, but we thought that that would be as fair as any other; and on that basis we applied to boards of guardians to give us contributions. With the exception of two boards of guardians all subscribed at that rate. Of these two, Swindon has far the largest rateable value of any union in our county, and their contribution would have come to £10. They said that they would not give us that amount, but they gave us a smaller amount. The Warminster union declined to give us anything at all. Swindon have since raised their contribution to £5; Warminster still does not give us

anything. Every other union in the county accepted the 1d. per cent. on the rateable value and have contributed accordingly. I need not read the amounts, perhaps.

1809. Oh, no, if you will give us the total contributions, that will do?—The total of contributions from guardians and subscribers is £46 15s., that was for the year 1903.

1810. Then they pay very nearly the whole?—We estimated at that time, from experience of a long time, that if we got £50 a year from the guardians—and the 1d. per cent., if all the guardians gave it us, would bring us in about that—we should be clear of private subscriptions, but last year owing to the large increase in vagrants we had only a few shillings balance.

1811. You got £46 from the guardians and you say the cost last year was £43 18s. 9d.?—I must tell you that I only gave you the cost of the bread; there is the cost of the postages and printing which comes to £6 17s. 10d.

1812. Then we may call it £50 practically?—About £50; the total expenses last year were in round figures £56.

1813. Then from what we have heard, you get a larger contribution from the guardians in proportion than Gloucester does?—I do not think Gloucester gets a contribution on a regular basis as we do.

1814. They certainly do not get as large a one in proportion to the total as you do?—Before we were advised by the Local Government Board that their auditor would pass these contributions from the unions, several unions in the county used to pay their representative a certain amount which they could do under an Order of the Local Government Board for attending conferences, £1 or something of that sort, and he of his own generosity instead of taking it used to give it as a contribution from his union. He might have put it in his own pocket; it was purely a voluntary act and nothing to do with the auditor.

1815. Now what have you got to say as to the effect of this way-ticket system; have you issued any circular like they did in Gloucester to the inhabitants?—Oh, immense numbers from time to time.

1816. Warning them against tramps?—That is the circular which Captain Sterne has through his men circulated to every householder in the county from time to time during these twenty years.

1817. Like the one circulated in Gloucestershire?—I do not know that.

1818. It looks to me very similar?—That, sir, is a circular that we issued at the time the parish councils were first instituted. And this is our main circular; boards of guardians are apt to forget these things, and from time to time we have had occasion to issue this circular to boards of guardians reminding them of the main points of this system in the shortest possible way we could put it. (Circulars handed in—see Appendix VIII.)

1819. Calling their attention to the existence of your way-ticket system?—Of the regulations and what we recommend.

1820. And the regulations as regards begging and so forth?—Not so much with regard to begging.

1821. (Mr. Simpson.) Detention in casual wards beyond the single night?—Yes, that is so; that the man travelling with what we call the good ticket should be only detained the one night with his one night's task of work, while the man without his good ticket should be detained the whole time he could be under the Act with the fullest task of work.

1822. (Chairman.) Do you think the effect of that is to assist the honest wayfarer and at the same time act in any way as a deterrent to the persistent tramp?—I think it is. I am not in a position to prove it in any sort of way. That was our contention, and I think that speaking broadly it is. Do you agree to that, Captain Sterne? (Captain Sterne.) I do up to a certain point, sir, but the more you consider the subject of vagrancy the more difficult it gets, I think. I have many times arrived at conclusions that I was obliged to capsize afterwards; they were entirely wrong.

1823. At any rate, we will take the first half of that: that the honest wayfarer is assisted on his way by the fact that he is able to continue his journey, which he

probably would not be able to do otherwise?—(*Mr. Mitchell.*) Yes.

1824. Now with regard to the numbers of tramps?—I think you have already told us there has been a considerable increase during the last few years?—Except during the war.

1825. I am speaking simply of the last few years?—They have increased since 1900; we were down to 18,900, and we have gone up to 28,500. Our last annual report gives you the increase for the year, and the increases for each quarter in the admissions and the nights' relief. You understand our expression "nights' relief." The admissions, of course, are those admitted into casual wards; what we express by "nights' relief" are the number of nights on which relief is given; that is to say, that one man may be two nights in a place; his admission is one thing, his nights' relief is another.

1826. His nights' relief then would be two against the admission one?—Yes, exactly, and Sunday we always compute; I think as far as they are able, all, or if not all the great majority of unions detain over Sunday, unless the wards are over-crowded.

1827. The man who enters on the Saturday afternoon is kept till Monday morning invariably if there is room for him?—As a general rule, I will not say invariably; I will not answer for the boards of guardians.

1828. But if there is room for him it is the practice?—It is the practice. (*Captain Sterne.*) In fact, sir, we have found that Sunday was the best day for the professional tramp to beg.

1829. Do you think that your system has reduced begging?—(*Mr. Mitchell.*) Yes, I do think it has reduced begging; I do think that it has certainly reduced what tramps get from the better-off classes; I am afraid that they still get a great deal out of the poor, and I think they get it in a great measure from fear. They go to the cottages; a great extent of Wiltshire is very sparsely populated, and I think they go to the cottages when the women are alone; they are afraid to refuse them, and they give them either food or pence.

1830. Are there cases of that sort brought before the magistrates?—(*Captain Sterne.*) I do not think they are often caught.

1831. When persistently begging in that way?—Whenever we catch them.

1832. Of course?—There is a great difficulty in getting poor people to give evidence.

1833. But I suppose when cases of that sort are brought up they are adequately dealt with?—(*Mr. Mitchell.*) They would, probably, if there were threats. (*Captain Sterne.*) Magistrates are not all alike, I am sorry to say.

1834. But as far as you are concerned, Captain Sterne, the police proceed against these people?—Oh, certainly.

1835. (*Dr. Downes.*) Have you any return of the convictions for begging?—I have not got any here; I can furnish the Committee with statistics; they are in my annual report.

1836. (*Chairman.*) Perhaps you will kindly send the return to the Secretary?—Yes, I will.

1837. Just giving the number of the convictions for begging, and the sentences?—Certainly. (*The return is printed in Appendix VIII.*)

1838. Have you, Mr. Mitchell, any information with regard to the length of sentences on vagrants?—(*Mr. Mitchell.*) Yes, I have.

1839. We are very anxious to hear it?—I think that under present conditions the sending of vagrants to gaol is utterly useless. They want to go to gaol; the conditions in gaol are better than those in casual wards, and particularly in bad weather they prefer going to gaol. Over and over again it has come before us. I live on the borders of Wiltshire and Gloucestershire, and I am a magistrate of both; a man commits some petty offence in order to go to gaol for a short period.

1840. Now is that more in the winter time?—In bad weather, yes; he takes his chance of sleeping out in fine weather, very likely; I should say, generally speaking, more in bad weather.

1841. What was present to my mind was that the cell is always kept warmed, and that probably would be a

recommendation?—And the dietary is better, and the work is less as a rule.

1842. Do you mean the class of food is better, or the actual bill of fare?—There is more of it, and the bill of fare is better generally. The casual ward bill of fare, sir, is a very modest one and it is tied down by the Local Government Board. I have not got the prison dietary with me; but the casual ward dietary is a very modest one indeed. (*Captain Sterne.*) The vagrant has frequently expressed his satisfaction at being sent to prison, because he is better fed and has less to do.

1843. (*Sir William Chance.*) What is the length of sentence that magistrates ordinarily give?—It varies considerably; it depends on whether the fellow has been there a short time before, or circumstances of that sort, or whether he has been violent, drunk, and so on; it varies from seven days up to a month generally. (*Mr. Mitchell.*) Very seldom, I think, more than seven to fourteen days.

1844. But if the magistrates were to sentence for a longer period, say twenty-eight days, possibly the vagrant might not like prison so much?—So long as the food is better than in the casual wards, I do not think he would mind that.

1845. (*Captain Eardley-Wilmot.*) You do not think he minds being locked up for a month?—I do not think so.

1846. A man accustomed to the open air?—I do not think so.

1847. (*Captain Showers.*) Suppose a man wants to go from one place to another, if he breaks a window he gets help on the journey; instead of walking he goes by train to where he is remanded, or where he is sent to prison?—Unless he is caught past the prison and has to go back again, but as a rule he gets helped on his way.

1848. As a rule he knows his road about the country and where prisoners are sent?—Yes.

1849. (*Mr. Simpson.*) All your prisoners go to Devizes?—All ours; it is the only prison we have. May I, sir, refer to what was one of the reasons originally of the quarter sessions in Wiltshire approving of this plan. The first thing was to take away the reason that the man had for begging; when he was discharged out of the workhouse having been searched when he went in, he was discharged with nothing but the regulation amount of bread which he received in the morning, and he could not, until he got to the next workhouse at night, get any relief. The mid-day relief was put on to take away that excuse for begging; but it was also put on for this reason: that the magistrates of the county very largely found it difficult to convict a man for begging when he said that he had come out of a casual ward and had had nothing but eight ounces of bread and could get nothing but eight ounces of bread on the following night. I have sat myself on the bench when magistrates have said, "How can you convict a man for that? If he did not do that, he would have to steal and that would be a worse crime."

1850. (*Chairman.*) Steal or starve?—Yes; and that was an argument which was used when we originally started this before the quarter sessions, and I think I may say it was considered by the magistrates of the county at that time as a very strong argument in favour of the man who was travelling to a destination being given some relief in the middle of the day.

1851. Then you are of opinion, on the whole, that the way-ticket system has worked fairly well in the interests of the honest man?—Yes.

1852. And also as preventing begging to a large extent?—Yes, sir. Amongst the better-off classes, the more educated classes; and we have always held to it that it was a good principle.

1853. And also taking away from the man the excuse that he was a starving man?—That is so; that is the point.

1854. Then, as far as you are concerned, and in that I believe you are supported by Captain Sterne, you are prepared to continue the way-ticket system and you would be glad to see it adopted in other counties?—We should be very glad to see it universal.

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1855. Especially, I suppose, in counties that are neighbouring to yours?—Certainly.

1856. Is there any other neighbouring county to Gloucestershire which has the system?—No, not now; Berkshire gave it up some years ago; it really fell through in Berkshire, so I was told, owing to the subscriptions falling off and the bother of getting them.

1857. Was there any attempt made there to get money from the boards of guardians?—Oh, no; at that time we were advised by the Local Government Board that they would not pass it. I do not think it was ever attempted, so far as I know, in Berkshire; it was purely voluntary subscriptions there.

1858. It was discontinued before you got permission of the Local Government Board?—Oh, several years before; I do not think it has been going in Berkshire for, say, the last fifteen years.

1859. Now as to the administration of casual wards, is there any considerable difference in the various workhouses as to the treatment of the casuals?—Oh, immense. I have got a paper before me which was prepared by the Highworth and Swindon board of guardians, and they obtained it no doubt from the different poor law authorities. It shows you at a glance how very different the task work is. In dietary there is not a very great deal of difference, but in the task work there is an enormous difference.

1860. (*Sir William Chance.*) And detention?—The detention varies very much.

1861. (*Captain Eardley-Wilmot.*) And accommodation?—Yes, in every union.

1862. (*Sir William Chance.*) You would say then that there is a very great difference in the treatment of the casuals in the various casual wards?—Oh, an enormous difference. From time to time we have sent round to the different boards of guardians, and have had statements of what their treatment was, whether they had separate cells, what their task work was and all the other conditions that prevailed; and the difference is enormous.

1863. Can you give any special reason why there should be so great a difference?—Oh, yes; there is a very simple reason, that each board of guardians merely treats the casuals in the way that they think is cheapest and that they may get rid of them quickest from their own union. They do not in the least care about the casual pauper as a whole, they only want to kick him out as quickly as they can and on the cheapest terms.

1864. Then I suppose the worse accommodation they give, the more likely they are to get rid of him?—Well, it does not follow.

1865. Does it not?—No, I do not think it does; I think the professional man likes bad accommodation, where things are slack and he can smoke, and an old pauper looks after the casuals, and there is no bath and he can do pretty much what he likes, and there are no separate cells: even if the accommodation is nasty and disagreeable, the professional tramp prefers that to where the regulations are strict and he has more task though he may be warm.

1866. He prefers dirty association to cleanly separation?—I think so.

1867. Have you any opinion as to how uniformity could be secured?—We have been at this vagrancy question a pretty good time; but what I should like to say is that tramps as distinct from the local poor should be put under a separate organisation altogether from one end of the country to the other.

1868. (*Chairman.*) Would you suggest, in the first place, that every casual ward should have an arrangement of separate cells or some system of separation?—Certainly, that is my opinion.

1869. That would be one thing you would recommend?—Certainly, I should.

1870. I suppose as far as you could you would have a similar task for them, having regard to the men's health and strength?—That would depend upon the nature of the stone they had to break, if stone breaking was the task.

1871. Yes, quite so?—That is a very great difference; you cannot put down any hard and fast amount of stone

to be broken throughout England, because the nature of the stone is so different.

1872. And more than that, the expert stone breaker would break double the amount of stone that a man who was raw on the work could do?—Yes.

1873. But you would wish, as far as possible, to have similar tasks in each case?—Yes.

1874. And you say that is not the case at present?—Oh, entirely different.

1875. (*Sir William Chance.*) I understand your answer to be that you want a radical reform of the system?—Yes.

1876. You want the administration as regards vagrants taken away from the guardians altogether; is that it?—Yes.

1877. But to whom do you want the looking after of tramps transferred?—Well, the only body at present that that could be, is the police; that is the only answer I can give to that, because I know of no other body that covers the whole country more or less under one system of organisation.

1878. (*Chairman.*) In that case you probably would have to attach the accommodation for casuals to the police station instead of to the workhouse?—The matter of cost comes in there.

1879. Yes, quite so?—In all future cases I should like it, but I would not advocate that the large sums of money which have been spent on casual wards should be thrown away.

1880. (*Sir William Chance.*) But you think possibly the question of labour colonies may come in?—It does; yes.

1881. (*Chairman.*) What do you say on the subject of labour colonies?—In the first place for clearness I want to express a definition. I call a wayfarer a man who is at any rate travelling with an object, and a vagrant a person who is wandering about aimlessly picking up what sort of a livelihood he can. I think that the general public opinion will never allow you to say that no man shall travel the country to get to a place who cannot take a railway ticket; you must provide something; you must acknowledge that there is some small percentage of men who legitimately are travelling the country without the means of any sort of conveyance and have to walk and depend on what they can get legitimately from the workhouse. There, I think, comes in the necessity for the way-ticket system. I think that a man on starting, say that he wants to go from Southampton to Bristol, should be able to get a ticket, from the police, we will say. It should contain his description and the place that he is going to and the workhouses that he may properly stop at with a good day's march in between and a place between those workhouses where he can get food. Then I think as long as he proceeds to that given destination you may consider that that man is a *bona fide* wayfarer and not a vagrant. The moment that he gets off that line to where he is going—the only criterion that I can see is the destination, because there is something absolute about that and it is not the account that he can give himself of wanting particular work—the moment he gets off that line I think we must presume that he is a vagrant and not a wayfarer. In that case my idea would be entirely a new departure—that he should be liable to be committed for a very long term to some sort of labour colony or labour institution. The reason why I am repeating what I said before in advocating the way-tickets is that they take away from the public the excuse for thoughtless almsgiving to strange beggars, and that you must have something to show the public that a man is provided for who is travelling; and that, I think, is one great importance of the way-ticket system.

1882. And also, as you said, helping the honest man?—Yes, I take the honest man to be included in the wayfarer as distinct from the vagrant.

1883. (*Sir William Chance.*) But then how would you provide for the *bona fide* wayfarer; you said you wanted to take the casual wards away from the guardians; you would require some kind of night accommodation for these *bona fide* wayfarers who had tickets. Who would provide that?—I want all to be under the same authority; as long as the man is travelling straight to a given destination, I think he should do his task of work in the

morning and should be liberated at once from the casual ward. He must take his chance in the casual ward.

1884. You would leave the casual ward as it is?—Well, I should like the casual ward to be separated from the guardians; that is the great difficulty, because as long as it is under the guardians you get this great variety of administration all over the country. I want the casual ward not to be under the authority of the guardians.

1885. That is what I tried to get at?—That is what I want.

1886. Therefore, the present casual wards would have to go?—Well, I suggest they could be used by the new authority, whatever it may be.

1887. (*Mr. Simpson.*) They could be transferred to a county authority?—Yes.

1888. (*Sir William Chance.*) Or to the central police authority?—Certainly.

1889. The police ought to have entire control of vagrants, whether *bona fide* or professional?—Yes, that is my idea. And the distinction between the two should be the man who holds on his way to the destination he has given, and the man who is found to be wandering off that given track.

1890. (*Mr. Simpson.*) At the present time, the police are appointed assistant relieving officers throughout the county, are they not?—Well, with the exception of one union; we had it universally; there is now one union in which the police are not assistant relieving officers in the county of Wilts, and I hope we shall get the police back there again.

1891. Do you know if there are other assistant relieving officers besides the police?—(*Captain Sterne.*) There are the regular relieving officers.

1892. Do the police get extra pay for that duty?—Yes.

1893. From poor law funds, I suppose?—Yes.

1894. (*Sir William Chance.*) Your returns show that from 1893 to 1898 the number of vagrants in possession of good tickets when relieved never fell below 7,000, and in 1894 the number was 11,170; since 1898 they have never reached 6,000, and in 1903 the number was 4,688, so that between 1899 and 1903 the number of vagrants with good tickets has been very markedly less than between 1893 and 1898. Does any explanation of that occur to you?—(*Mr. Mitchell.*) It depends a good deal, I think, on the total number of vagrants relieved. I think you will find the proportion is about the same.

1895. Is that so?—Well, in 1898 there were 29,000 relieved and there were 7,000 in possession of good tickets; that is about a fourth. Then take another year, say 1901; certainly then the number of vagrants with good tickets was not quite so large in proportion; it was say 5,000 out of a total of 24,000—less than one-fourth. Then we come to 1903; 28,000 relieved and 4,600 good tickets, that would be about one-sixth.

1896. It is much less in 1903?—Yes. There is this to be said about 1903—that there were large works going on, and whenever that is the case an immense number of navvies are travelling, and there is always a certain percentage of men following after those navvies that are not navvies at all; they follow them and cadge on the navvies.

1897. And those people would not use the tickets?—They would not use the tickets.

1898. It looks rather as if the *bona fide* tramp had been to a certain extent driven off the road?—(*Captain Sterne.*) Well, he is not very numerous after all, when you come to the census of the individual; it is the multiplication that makes him look so numerous.

1899. (*Chairman.*) Mr. Mitchell, you were speaking of the remedies you would suggest?—(*Mr. Mitchell.*) As shortly as I can put it, this is my idea: to draw the distinction between the wayfarer and the vagrant, and when we are satisfied that the man is not a wayfarer, that is to say that he will not do any work, that then he should be subjected to very long terms of what one would hope would change his life.

1900. He would be the man you would want to put into a labour colony, if one existed?—If it existed, yes. Because, as I think I mentioned before, prison has utterly

failed as a deterrent to vagrants and that very much longer terms of detention are required. There is one thing I would say; over 10 per cent. of the tramps that we now have in Wiltshire are men whom we have every reason to believe, from the police having examined them, have served in the Army. That is a point which I think is very unsatisfactory at the present time.

1901. Do any of the men give any account of themselves in that matter?—Not that I know of. They are men who have served their time.

1902. How come they to be in that position?—(*Captain Sterne.*) Looking for work they say; nothing more than that.

1903. (*Dr. Downes.*) Do they produce their parchments?—Not always.

1904. (*Chairman.*) Your committee have found great difficulties in regard to the uniformity of treatment?—(*Mr. Mitchell.*) Oh, great difficulties.

1905. That I suppose has been your great stumbling-block?—Our great stumbling-block. We have been at it ever since 1882; I have been at it all that time, over twenty years, and that has been from beginning to end the greatest difficulty that we found.

1906. And you would gladly welcome any change which would bring about something approaching uniformity?—Certainly.

1907. (*Sir William Chance.*) There was a decrease of vagrancy in the county, was there not, after you started the system in 1882?—Yes.

1908. For a certain number of years?—Yes, for several years.

1909. How long did that decrease go on?—I should think it went on for about five or six years. We had a very large decrease the first year.

1910. (*Chairman.*) Without going into actual figures, that continued over some years?—I think for five or six years.

1911. (*Sir William Chance.*) There was no substantial rise for ten years afterwards?—No, I should think not; but it began to rise in about five or six years, and then it went down again for a bit.

1912. Now since 1890 there has been a considerable increase has there not?—Yes, a very large increase. (*Captain Sterne.*) That in a great measure is due to the men home from the war.

1913. The works on Salisbury Plain have not been going on all those years?—No.

1914. During the whole period from 1890 to the present time there has been a gradual increase going on?—(*Mr. Mitchell.*) Yes, with a fall during the period.

1915. There was a fall in 1900 apparently?—Yes.

1916. Now about the tickets, is it not possible for these to be changed for drink?—(*Captain Sterne.*) No, nobody would give drink for those. It is not like the Dorsetshire system; there they get bread you know, and they can change the bread for liquor.

1917. Is there any possibility of the tickets being passed from one vagrant to another?—(*Mr. Mitchell.*) The description is on it.

1918. But is there not a possibility of a man passing his ticket on; he gives his name, but very little is known about him?—(*Captain Sterne.*) His description is on his ticket.

1919. His description is on his ticket, but still he could say "I am the man who answers to that description." There is a possibility?—If the man on the ticket was six feet high and the fellow presenting it five feet four there would be a marked difference. Of course, if he were anything approximately like him he might pass.

1920. Now about almsgiving, do you think the system really has prevented that in the county?—I think in a great many instances it has; but I am afraid you will never prevent the poor people from giving alms.

1921. That I should imagine?—The better-off class of people do not do it so much.

1922. I suppose you would say that if one could prevent the poor from giving to these vagrants, they would possibly go off the road?—A good many of them.

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1923. There would not be so many of them, you agree with that?—I do. It is certain that a large amount is given by the poor themselves, at any rate in Wilts.

1924. Now as to begging on Sunday. Is it the rule in the casual wards in Wiltshire to detain over Sunday?—It is; in one or two unions they have never been able to do it; they have not had accommodation; and then it has occurred—at one union I know in particular, Wilton—where the next union did not detain on Sundays, that they had not accommodation for all that came in when they detained them; in self defence they were obliged to get rid of the casuals on Sundays.

1925. Was that in consequence of one union not detaining the full time?—Of one union not detaining the full time.

1926. So that one union got more than they ought?—Yes.

1927. If every union were to carry out the Order of 1882, that surplus in the one union and the small number in the other union would not occur?—No; you must go to the other counties as well. (*Mr. Mitchell.*) To bear out that, we have had continual complaints on the committee from border unions, where vagrants come from other counties where no system prevails, of being overcrowded on the Sunday, because they not only have those they detain from Saturday, but they have those coming in from a neighbouring county on Sunday where no such rule prevails.

1928. That of course is an argument for uniformity throughout the whole country?—We have had that over and over again from border unions.

1929. I suppose, Mr. Mitchell, you have been a guardian?—Oh, yes.

1930. And for some time?—For a great many years.

1931. Are you a guardian now?—Yes, but not in Wiltshire. I should tell you I live in a union which is partly in Wiltshire and partly in Gloucestershire.

1932. I suppose you have discussed this question with other guardians?—Yes.

1933. Do you find a very strong feeling among those unions which you know, in favour of transferring the care of the casuals to the police entirely?—Yes; most people that I have spoken to about the poor law would be very glad to get rid of the casuals; they are not local poor.

1934. That is a strong opinion?—I should say certainly the great majority of the opinions of those I have spoken to about that would be in favour of transferring casuals from the poor law.

1935. And also there is a strong feeling, is there not, in favour of transferring them gradually to the State—making them a State charge instead of a local charge?—I should think there would be an overwhelming opinion amongst guardians about that; I never knew guardians disagree upon any point on which they could transfer expenses to the State from the local rates.

1936. But I understand that, apart from that, speaking not as a guardian, you are of opinion that they should be under some kind of central control?—Even as a taxpayer.

1937. And that would mean naturally their being put on the Imperial exchequer in some kind of way?—Yes.

1938. And you are in favour of that?—Yes; even as a taxpayer in contradistinction to a ratepayer.

1939. (*Dr. Downes.*) One difficulty, I think, in the way of transferring the administration of the casual wards would be, that the existing casual wards are in many cases bound up as it were with the workhouse?—Of course, that is so.

1940. It would introduce another administration into the workhouse premises?—No doubt that is a very great difficulty; but the more modern casual wards, those that are more up to date and have separate cells, although they are on the premises of the workhouse, as a rule I think, have generally, as far as possible, a separate access to them; that is to say, that in all the better workhouses they have kept the vagrants going in and out of the casual ward, separate from the ordinary paupers, as far as they can.

1941. You have told us that in Wiltshire, Warminster is the only union that declines to bear the financial share in your work?—Yes.

1942. Does Warminster assist in the working of the scheme apart from financial assistance?—Yes, they send us returns.

1943. And do they detain men who have not got their good tickets?—I do not know. You see these unions from time to time have followed our advice, and then they have dropped out with regard to that; and we on the committee have from time to time sent round circulars asking the different unions exactly their rules as regards detention; but we have not done so, certainly, within the last year or so.

1944. I think you told us that there is considerable diversity of procedure amongst the unions as regards detention and treatment of casuals generally?—Oh, yes, there is no uniformity at all, practically.

1945. What is the amount of bread you give?—Eight ounces.

1946. Was it always eight ounces?—Yes.

1947. Have you had any complaints of insufficiency?—No, I do not remember any.

1948. How is it given?—At a constable's house, that Captain Sterne chooses. First of all, of course, the relief station has to be in a convenient position, as near as may be midway, securing a good day's walk to the next workhouse; as far as we can they are selected with regard to that, and then from Captain Sterne's knowledge of his men, it should be a man that is fitted for that particular work.

1949. It is not necessarily a police station then, it may be a constable's house?—(*Captain Sterne.*) It may be a constable's house.

1950. But would not the constable be taking his rest?—Not at two o'clock; he would be having his dinner. Suppose he came off at two or three in the morning, he would be up before twelve.

1951. Does he give the bread, or the ticket for the bread?—Well, in some cases where the baker in the village declines to supply it, he gives the bread; but if the baker in the village will supply the bread—of course it is a troublesome matter to cut off eight ounces of bread and so on—then he sends the man there.

1952. Have you any long routes on which there is no workhouse?—Well, from Mere to Warminster; I should think that would be about the longest: there is also no casual ward between Devizes and Salisbury.

1953. I mean the longest route you have between casual ward and casual ward?—Yes, that would be supposing a man was going straight to Salisbury, he would have to go over the Plain; that would be more than twenty miles to Salisbury.

1954. Would many go that way?—Well, the real working men I think; it is the tramp, as a rule, that goes round villages.

1955. Where does the man sleep who goes that way?—Oh, he will do the twenty miles in a day.

1956. If he does not?—If he does not, he would sleep under a rick on the downs in the summer time; that is where we are likely to find him.

1957. Have you had any special difficulty with regard to begging and charges on that route more than on any other?—No.

1958. Do you make any census?—Yes, once a month really, but I only return once a quarter.

1959. What does the census include?—Houseless poor, that is fellows we found lying out anywhere, under a rick or anywhere else; those relieved by the police; and those found in common lodging-houses.

1960. And also casual wards?—No; relieved by the police covers that.

1961. (*Mr. Simpson.*) "Relieved by the police" would mean men who go to a casual ward?—Certainly.

1962. (*Dr. Downes.*) Have the works on Salisbury Plain affected your numbers?—No doubt they have.

1963. Since when?—Within the last two years. The work became general about two years ago; in fact they are very extensive works; I think there are as many as 2,000 men at work on them.

1964. That is a special cause for the rise in your numbers for the last two years?—(*Mr. Mitchell.*) Yes. As regards the census there is a rather curious thing; I cannot give any reason for it, but my friend Colonel Curtis-Hayward was telling me that the numbers in Gloucestershire in common lodging-houses, as shown by the census, exceed those in casual wards. With us in Wiltshire it is entirely the other way. For instance, taking the night of the 1st December last as an example, there were 77 in casual wards, and there were 13 in common lodging-houses.

1965. (*Chairman.*) Gloucestershire is a more thickly populated county than Wiltshire?—Oh, yes, it is so, but it is exclusive of the city of Bristol; it includes, of course, the two large towns of Gloucester and Cheltenham.

1966. I mean you have a great number of small villages in Wiltshire which would scarcely have a common lodging-house, I should think?—Oh, yes.

1967. In Gloucestershire, the villages are larger?—Yes. I was rather surprised at it even with that, because it is a tremendous difference between having 77 persons in casual wards and only 13 in common lodging-houses.

1968. (*Dr. Downes.*) That depends upon the accommodation in the common lodging-houses. I do not know what accommodation of this sort they have in Wiltshire?—(*Captain Sterne.*) We have got 18 common lodging-houses in the county.

1969. (*Captain Eardley-Wilmot.*) One question about prison treatment. You say you would reduce the dietary and increase the labour and alter the treatment in prisons so as to make it more severe than the casual ward?—(*Mr. Mitchell.*) At any rate not less severe.

1970. You would reduce the diet for seven day prisoners to the casual ward diet as laid down by the Local Government Board?—I want to guard myself on that; for a short time.

1971. For seven days?—Yes.

1972. And you would keep a man on 22 oz. of bread and one and a half ounces of cheese per day, for seven days, and expect him to do a hard task of labour?—I have not got in my head what the Local Government Board regulation is, for a man in for twenty-four hours.

1973. It is that. You know the prison dietary was settled on the recommendation of the Committee of 1898, and you would alter it in the case of tramps only?—Yes.

1974. Only tramps?—So as not to hold out the inducement of their going to prison rather than to the casual ward, but I have in my mind, at the same time, the other remedy which is now proposed of long terms of detention. That would only be where a casual had done something more than begging to bring him within the law.

1975. You are speaking of begging?—No. I am not speaking of begging.

1976. May I ask what offence you are speaking of?—Insubordination, for instance.

1977. Workhouse offences?—Yes, in the casual ward. Are we supposing things to go on as they are now, or under a different régime?

1978. I want to know exactly what you mean. You say special dietary treatment and task work should be given in prisons to vagrants committed there, so as not to render prison preferable to casual wards. I want to know how you propose to do it. As far as the diet goes you would reduce that to the level of the casual wards?—Yes, and give them the same labour that they have in the casual wards.

1979. Then it would come to this that you would punish a man more severely for an offence in the workhouse than for an offence such as stealing. Do you think the magistrates or the people would accept that position?—They used to.

1980. Did they?—I mean till this new prison dietary came in we used not to have the vagrants preferring to go to prison;

1981. You are drawing a distinction between the different crimes; that is what I want to get at?—Yes;

1982. And you would give more severe treatment for offences in the casual ward than offences outside, such as stealing and that sort of thing?—Your vagrant is going about the country under State protection as it is, and the State on one line prescribes certain regulations for him; and then, when he gets into prison, the State, although he has now committed an offence, provides another line and he is better treated than if he had committed no offence.

1983. Do you not think you might meet that by levelling up the treatment in the casual ward to that in prisons?—Then you make it too attractive.

1984. (*Captain Showers.*) What is your opinion, Captain Sterne, as to the casual wards being under the police?—(*Captain Sterne.*) Well, I would like to have nothing to do with them at all. I think the police have quite enough to do as it is; we are everything now pretty nearly.

1985. Supposing the police had charge of these, it would be very likely to lead to their being exposed to risk of infection from the tramps?—Possibly.

1986. I do not know that the chief constable could make a constable undertake this duty?—I think you would have to increase the force; you would have to have men specially appointed for the purpose.

1987. You would require to have special constables?—Some arrangement might be made, I think, with superannuated men.

1988. But you could not order a man to be in charge of a casual ward?—Well, you could order a man to do anything.

1989. Quite so, but he would have the right of appeal?—I should not like to tell him; of course, I would not do it on my own initiative.

1990. I do not know how the law stands on that point; the police are liable to do almost anything, but I do not know that you could make a policeman take charge of a casual ward?—It is very doubtful, I think.

1991. (*Mr. Simpson.*) It is doubtful, but, at the same time, could you make such a clear distinction between an assistant relieving officer and the manager of a casual ward, as to say the employment of a policeman in the one capacity is legal and in the other is illegal; the two run rather close together, do they not?—Yes. But the assistant relieving officer is not put in charge.

1992. (*Captain Showers.*) In addition, the policeman would have to see to the bathing and see the men do their work, and so on; it is hardly police work?—No.

1993. (*Chairman.*) It would be quite special?—It would be quite special.

1994. (*Mr. Simpson.*) In your experience, do you find that the fact of policemen being employed as assistant relieving officers does help them in the discharge of their ordinary police duties?—Well, I think it does, sir, in this way; the tramp is brought under their notice, they have got information from all parts of the country, and in that way on many an occasion we have been able to apprehend criminals, if not for ourselves, for other counties.

1995. I suppose if a tramp has been to a police station to be relieved, and then gets drunk or commits some crime later—it may be easier to take him?—Yes, it would be; but what I mean is this—information comes in of, say, John Smith, and a full description is given of him; he is a tramp coming from London; a man comes up as a tramp that night for a shelter, and the description is referred to, and he probably may be the man wanted. In that way it is a great assistance.

1996. (*Chairman.*) Especially if you have telephonic communication?—I have been trying for that for a good many years. I am happy to say I have got the telephonic communication on trial at three or four of my stations.

1997. (*Captain Showers.*) Do you have bills placarded about your county with reference to beggars and vagrants?—Bills are posted up periodically and one is handed to every cottager, every householder in Wiltshire, periodically; and the whole expense is met by the police.

1998. (*Sir William Chance.*) In your census of vagrants on the night of the 1st December, you divide them into

Mr. A. G. Mitchell and Capt. Sterne.
30 Nov. 1904.

Mr. A. C. Mitchell and Capt. Sterne. houseless poor, relieved by the police, and found in common lodging-houses?—Yes, sir.
 1999. I observe that in these returns of yours, the houseless poor are returned as nil?—Not in all, I think. In some cases we found as many as four or five.

30 Nov. 1904. — 2000. It is merely accidental, then, that in all these returns I have here the houseless poor were returned nil?—There were none found.

2001. That is accidental?—(*Mr. Mitchell.*) There have been fewer lately. In our later reports there have been fewer found houseless than there used to be.

2002. In your census of your common lodging-houses, do you make any distinction of men, women and children, or do you merely take the number you find there?—(*Captain Sterne.*) Men, women and children are distinguished.

2003. And as to those relieved by the police, as assistant relieving officers, are the men, women and children shown separately?—Yes.

2004. Is it at all the practice, from your observation, for a man who has a wife and child, to go into the casual ward himself and send his wife and child into a common lodging-house at the same time?—Very often.

2005. That is very often done?—It is very often done. (*Mr. Mitchell.*) I would like to say, with regard to women and children, that it has been my own observation and it has been the observation of masters of workhouses to whom I have spoken, and of guardians who take an interest in this matter, that there are not as many women and children about the road as vagrants as there used to be. I can give no statistics for it; but simply from observation my own opinion is that, and the opinion of others I have spoken to is the same.

2006. (*Chairman.*) There was a report that you made some years ago, Captain Sterne, as to vagrancy?—(*Captain Sterne.*) Yes, sir. I was ordered at quarter sessions in 1871 to make this report. It is ancient history, but still it may be of some value. I will read it if I may.

(*Captain Sterne then read the following report.*)

"In compliance with the order of court of quarter sessions, held at Salisbury on the 4th of April last (1871), directing me to collect information on the subject of vagrancy in the county, and report to the next quarter sessions some plan to remedy the increase thereof:—

"I have the honour to report that I communicated with the chief constables of counties in England to ascertain their views, and what system had been tried in their several counties for the suppression of vagrancy and with what results;

"I find that in twenty-one counties where the Vagrancy Act has been strictly enforced, vagrancy has considerably diminished—in one (Warwickshire) the chief constable states that two years ago stringent measures were brought into operation in that county, for the suppression of vagrancy, magistrates deciding to punish all persons infringing the law. Circulars cautioning persons against begging have been kept constantly circulated, which, with extra zeal on the part of the police, and the knowledge of certain punishment in the event of their being caught, has had the effect of ridding the county of the bulk of itinerant mendicants which hitherto infested it. Vagrancy has been reduced to a minimum; the public have also expressed their gratification with the satisfactory change which has taken place.

"In seven counties the Vagrancy Act is carried out in an indifferent sort of way with no sensible diminution of vagrancy.

"In Dorsetshire a mendicity society has been established which is reported by the chief constable as having had a very beneficial effect.

"In Kent the bread system is being introduced, but not being in work no opinion can be expressed.

"In Essex bills are circulated discouraging the public from giving indiscriminate relief, with a good effect.

"In Berkshire a new system is recommended, viz:—carrying out the Vagrancy Act strictly, giving a uniform punishment of fourteen days on conviction and one month if the vagrant has been impudent.

"I caused a census of vagrants to be taken on the nights of April 2nd, May 1st, and June 1st, by which it will be seen that on the night of the 2nd April

last, the number of houseless persons was forty-four, and relieved by the police forty (the number found in common lodging-houses was not taken on this occasion), making a total of eighty-four.

"On the night of the 1st of May last, the number of houseless persons was twenty-nine, of vagrants relieved by police twenty-three, of vagrants found in common lodging-houses thirty-three, total eighty-five.

"On the night of the 1st of June instant, the number of houseless persons was seven, of vagrants relieved by police thirty-three, of vagrants found in common lodging-houses, twenty-three, total sixty-three.

"On the 12th of April last, I gave special instructions to the police under my orders for the suppression of vagrancy, and on the 18th of the same month I caused bills to be circulated throughout the county warning beggars, and requesting the public not to give money or direct relief to them; the result up to the present time has been highly satisfactory. The number relieved by the police for this quarter has been 2,994, against 4,110 relieved by them during the corresponding quarter of last year, showing a decrease of 1,116.

"Fifty-seven vagrants have been apprehended during this quarter, of whom forty-four have been convicted and thirteen discharged.

"There has been a very sensible decrease in vagrancy for the year 1870, as compared with 1869, which I attribute in a great measure to carefully searching all vagrants applying for relief.

"I communicated with the governor of the Oswestry house of industry, where a most successful system for the relief of vagrants has been in operation for three years, which I strongly recommend for the consideration of the court of quarter sessions, and boards of guardians.

"The system which I would recommend is as follows:—

"*First.* Proper tramp wards fitted at all our unions, as in Oswestry house of industry.

"*Second.* Labour test and treatment as applied at Oswestry.

"*Third.* A person with the powers of a constable appointed to take charge of vagrants at the several unions. A superannuated constable at a small salary would do for this work.

"*Fourth.* Keeping bills circulated warning beggars. Strictly carrying out the Vagrancy Act on the part of the magistrates, as well as the police, and giving a uniform punishment throughout the county.

"*Fifth.* The poorer classes to be constantly urged by the magistrates and the police in their localities not to give relief to strangers, but to hand over the vagrant to the nearest police officer.

"I think it very desirable that honest poor, who are sometimes compelled to travel in search of work, should be provided at the unions, or lodging houses, with a better description of food than a regular vagrant, and without the labour test. I, therefore, suggest the following for the consideration of the court:—

"That the police be authorised to give passes to any person whom they know to be honest, and compelled to travel in search of work; such passes to show the place travelled from, the place of destination, and the route to be taken. Any person presenting such a pass to be entitled to a better description of food and lodging at the several unions on the route. The pass to be endorsed, with date, where relief is given, and to be given up to the police at the end of the journey, and returned by them to the police at the place of issue.

"To make this system work well it should become general, and made public; the regular vagrant could then be easily detected and treated as such, as all *bona fide* or travellers, knowing they would get better treatment on their journey, would apply to the police of their locality for a pass before setting out on their journey.

"If the magistrates will support the police in carrying out the Vagrancy Act strictly, if the unions

will adopt some such system as that adopted at Oswestry, and every parish look after their own poor, and no others, vagrancy in Wiltshire will be very soon at a low ebb."

2007. Have you had any reason to change your opinion given then?—Very little, sir. I think our system in Wiltshire carries out a great portion of what I proposed. We have not the power to go as far as I suggested.

2008. But to a large extent, your suggestions and recommendations as to the way-ticket have been followed out?—Yes; except that as a man does not come from the police

we do not know that he is really an honest wayfarer; he does not come with a certificate. *Mr. A. C. Mitchell and Capt. Sterne.*

2009. (*Sir William Chance.*) You recommended in your report that the casual wards should be put under a super-annuated policeman?—I did; you want a man with the power of the constable. 30 Nov. 1904.

2010. (*Chairman.*) Have you anything more to say?—(*Mr. Mitchell.*) There is one thing I should like to emphasize, sir, and that is that if we could only once stop the giving, we could stop the vagrancy. If we cannot stop the giving, I am afraid there will be people who will live on what they can cadge.

SEVENTH DAY.

Tuesday, 17th January, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. J. HOWE, called; and Examined.

2011. (*Chairman.*) Mr. Howe, you are, I believe, the master of the Cuckfield union workhouse?—Yes, sir.

2012. I think you are aware what the object of this Committee is?—Yes, sir.

2013. You have kindly come to-day to give us evidence from your experience as workhouse master. How long have you been in that position?—I have been master of the Cuckfield workhouse for nineteen and a half years. Previous to that I was master of Daventry workhouse, and before that I was schoolmaster in three or four workhouses. I have been in the Poor Law service about thirty-five years altogether.

2014. What is the number of the inmates at the Cuckfield workhouse?—At the present time, 224.

2015. I believe you are also president of the Workhouse Masters' Association?—I am, sir.

2016. How long have you held that office?—Only for the year.

2017. It is an annual appointment?—Yes. I was appointed last July.

2018. What have you to tell us with regard to the number of vagrants coming to the casual wards of your workhouse?—Well, in 1885 we had 9,359, the next year 9,400, and they varied up to 1893 when we got to 10,262; in 1894 there were 12,988; in 1895, 12,115. Those figures are for the year ending Ladyday. In January, 1895, we started stone pounding, and the consequence was that from 12,115 in the year 1895, we reduced them to 5,576 in 1896; and for the year ending Ladyday, 1904, the number was still further reduced to 2,194.

2019. The recent increase in other places has not occurred in Cuckfield?—No, sir.

2020. I mean that in the last two years, when we have been told there has been considerable increase in other places, you have not had any increase?—We had a few more last year than we had the preceding year. We had a decrease last quarter of 18 over the corresponding quarter of 1903; but I attribute the increase more last year to the return of soldiers for one thing, and I am given to understand that the Workmen's Compensation Act will still further increase the unemployed, because employers will not employ people of mature age: they would rather employ younger men.

2021. Then you attribute the decrease in your numbers to the application of a fresh labour task?—Yes, sir; and more stringently carrying out the Local Government Board Orders. *Mr. J. Howe.* 17 Jan. 1905.

2022. Would you kindly describe to us what that task is?—The task is pounding one cwt. of beach flints like this (*showing a stone*) in a stone pounder. I have brought a photograph of the stone pounder for you to see.

2023. It is practically a pestle and mortar?—That is so, sir; the rammer has an enlarged end which pounds the stone. The stone is broken to go through a sieve, twenty-five meshes to the square inch; we are not over particular to see that every piece should go through, but that is the idea. The pounders are fixed in the concrete floor.

2024. How many of these have you?—A dozen, sir.

2025. Have you different sizes to suit varying capabilities?—No, sir, they are all alike.

2026. I did not know whether you had heavier or lighter ones for different men?—No, sir, they are all the same.

2027. I suppose you take into account a man's physical capacity?—Oh, yes, sir; they are not all set to the stone pounding; I think you have a printed report of mine for the year ended Christmas, 1903. (*The report is printed in Appendix XXXIX.*) That shows that we only put 518 to stone pounding out of a total of 1,635 men; that would be about 32 per cent.

2028. But I suppose all vagrants now are thoroughly well aware that if they go to Cuckfield there is a possibility, if not a probability, of their being set to this particular work?—Decidedly so.

2029. Have you heard any statements made by vagrants about the stone pounding?—Of course, they do not like stone pounding, and where it has been adopted it has tended to decrease the number of tramps.

2030. (*Mr. Davy.*) Did not the chairman of the Nantwich guardians visit your workhouse and do the task?—Yes, sir.

2031. How long did it take him?—About three and a quarter hours; but I cannot say that they all have the same kind of material; the material differs.

Mr. J. Howe. 2032. It was flints?—I believe so, sir; we have them sent to us from the beach at Shoreham.

17 Jan. 1905. 2033. I suppose the chairman of the Nantwich guardians has no special skill in stone pounding?—I should think not.

2034. (*Mr. Simpson.*) Is he a specially powerful man?—Fairly, sir.

2035. (*Chairman.*) What quantity did you say was the task?—One cwt. is a day's task. With regard to the ability of a man to do it, some five or six years ago we had a man in from Hayward's Heath, a regular loafer who would not work. My guardians instructed me to put him to stone pounding. After he had been at it four days, he did it before dinner; the consequence was the remaining part of the day he was idle, he had done his task of work.

2036. Evidently, you see, it is not so hard a task for an expert as it is for a beginner?—It requires no skill whatever; it is perfectly unskilled labour.

2037. I thought you said that a man after four days' experience could do it better than he could when he started?—Oh, he would naturally, but we do not get casuals to work quite so hard as he did.

2038. Now, what would you say was the value of the work of an average man doing that task, say per hour?—Well, sir, I do not know; it would all depend on how you can get rid of the stuff; the stone costs us about 9s. per ton delivered at our place.

2039. Getting the material?—Yes, sir, and I can sell it for about 15s. per ton; but, of course, we do not make a ton out of a ton; there is a certain amount of waste naturally.

2040. Is that as remunerative a task as you can give?—Well, I cannot say it is remunerative; it is more preventive than remunerative; we do it more for prevention than remuneration.

2041. What other tasks have you tried?—Gardening, pumping; of course, we have to do that even now; we have got eight acres of land to cultivate.

2042. Both these are remunerative?—Yes, sir.

2043. You must have your water pumped?—You will note that in my report it is stated that we put 557 men during the year 1903 at other work.

2044. But your opinion is that this stone crushing tends to keep men away?—Undoubtedly, sir.

2045. And you would, I suppose, recommend that it should be tried in other places?—Well, if we could make it universal and uniform over the country; because they would naturally leave Cuckfield, or any other place where they have this stone pounding, if they possibly could.

2046. Have you had any cases of men refusing to do this particular task?—Yes, sir; there were 45 prosecutions in 1903.

2047. With what result; were the men punished?—Yes.

2048. What punishment did they get?—Now they get twenty-eight days. During the whole of last year not a single one was let off for less. If there was only one magistrate on the Bench he could not give twenty-eight days, but the case would be adjourned till next day in order to obtain two magistrates.

2049. Now, can you tell us something about the diet for casuals?—The diet we have at our place is the minimum diet allowed by the Local Government Board. My opinion and the opinion of my brother masters, too, is that the diet requires a certain amount of consideration. Now, I will give you an instance; about two months ago the Brighton guardians gave orders that the casuals should have gruel in the morning. It is well known that the casuals passed by the Steyning workhouse at Shoreham, in order to reach Brighton to get the gruel.

2050. (*Mr. Davy.*) Was the result a great increase in numbers at Brighton?—They had a large increase at Brighton.

2051. (*Chairman.*) Did Brighton imitate your good example with regard to stone pounding?—For a certain number, sir; so they do at Shoreham, and at several workhouses in the county of Sussex.

2052. And do you know with what result?—Well, they get less vagrants.

2053. They do have a decrease?—They do decrease materially. At Uckfield they decreased materially within the last six months, because the new master there has been more strict than his predecessor.

2054. Have you heard at all that casuals prefer to go to prison rather than perform the task of work?—They do, some of them. I will give you an instance of that. I had a man prosecuted a month ago; he was sentenced to twenty-eight days' imprisonment. He came out of prison last Friday and we took him before the magistrate again yesterday and he got another month. He told us he would not do his task of work. He said "I did not do it a month ago, and I do not intend to do it now."

2055. Why did he come back to Cuckfield?—I cannot say.

2056. Do you think he came there with the express intention of getting another month?—I do not know. I did not ask him that question. The case is headed in the paper this morning "Preferred Prison."

2057. (*Mr. Davy.*) That man had two months for refusing to work?—There was a discussion amongst the magistrates as to whether they should not give him four months this time.

2058. He was discharged from prison at Lewes?—Yes, sir.

2059. He could have gone to any of the neighbouring casual wards?—Yes; he said he had been at Brighton, but whether that was so or not, I cannot say.

2060. Are you aware that he would not have got more than fourteen days at any other petty sessions, except at Hayward's Heath?—I never heard of twenty-eight days anywhere but at Hayward's Heath.

2061. You do not know why that man came back to Hayward's Heath?—No.

2062. There are many other workhouses within a few miles?—Oh, yes; he could have gone to Uckfield or Newhaven.

2063. (*Chairman.*) Have you many children in your casual ward?—No, sir. Here are the numbers of males, females, and children from 1887. (*Document handed in, see Appendix XXXIX.*)

2064. Taking last year, there were 72 children as against 1,764 men. The year before 73 children against 1,638 men. The year before that 71 children as against 2,184 men?—I think I have had as many as 900 children in one year.

2065. Yes, you had 993 children in the year 1895, but then you had 9,616 men?—That was the year preceding stone pounding—the year ended Ladyday, 1895.

2066. I suppose there is no question of stone pounding for the children?—Oh, no; but if you get fewer men, you get fewer children and fewer women.

2067. Have you any knowledge of what becomes of the children; if the parents go to the casual wards, are the children located elsewhere?—I do not think they are, sir. At the present time I do not think there are so many children travelling about our county as there used to be, particularly in our district; because they know full well if the children are not properly kept and properly seen after we take notice of it. I have the instructions of my board of guardians to communicate at once with the office at Brighton of the National Society for the Prevention of Cruelty to Children. I have on one or two occasions been able to get the consent of the so-called parents to the children being taken away from them. I could not, of course, say whether they were the parents or not.

2068. Have you any idea what becomes of the children when the male and female in charge of them come into the workhouse?—Well, if they have got children I think they bring them with them.

2069. You do?—I should think so; there would be no means, for instance, of leaving them at Cuckfield; there is not a common lodging-house at Cuckfield. There has not been one for several years. We feel the great want of that.

2070. That would suggest that these vagrants have not many children; either children of their own or children in

their charge?—You see they will not come to us. For instance, if they say they are going to Brighton, I send a letter or a wire the night before saying, look out for certain people at Brighton. The officer then will be on the look out. They know that; the casuals soon spread it abroad themselves.

2071. What I mean is, would the woman or the child or children be staying elsewhere, while the man was admitted to the wards?—Well, they could not stay at Cuckfield, because there is no place for them to go to.

2072. The proportion of children to males appears to be small?—It is very small, sir: still these are the facts.

2073. To go back for one moment to the stone pounding task; it is not imposed in all cases?—Oh, no; in 33 per cent. last year.

2074. Do you select men on account of their physical capacity?—Yes, sir; and particularly if we know they are habitual tramps, or if they have paid us a visit on previous occasions. Of course, we use our judgment as to whether we shall put them to stone pounding or not.

2075. Would you kindly tell us what you do with regard to the bathing and searching of vagrants?—This is strictly carried out. We have two good baths and plenty of hot water; and they are always searched.

2076. Do they object to the baths?—Some do, sir.

2077. Even although you give them hot water?—Yes.

2078. Have you found that the bath has been effective in the way of detecting contagious and infectious diseases?—Well, we want to make a suggestion to you. I am requested by the Workhouse Masters' Association to suggest whether it would not be advisable for casual paupers to be medically inspected by the medical officer either weekly or fortnightly, all over the country, as a preventive of disease.

2079. I suppose there is always some attendant who sees a man while he is bathing?—Yes; my instructions are that the labour master, or in his absence the person who does his work for him, ought to see the man; and if they see any sign of eruption of any kind, they are to inform me.

2080. We have heard a great deal of the spread of disease by tramps. Evidently the bathing system would be a very material factor in the detection of disease?—Oh, decidedly so. But, of course, that is not done everywhere.

2081. (*Sir William Chance.*) Is the water changed for each vagrant?—About every two, sir.

2082. Every two?—Yes, sometimes for every one. It depends on how many we have got; sometimes we have not many men.

2083. (*Chairman.*) And it would depend on the condition of the men too?—Oh, yes. Recently my labour master told me that he had a man who had not had a bath for a fortnight, and he had never seen such a dirty man in his life. It was on Sunday night that he came to our place. He said that he and sixty-two others were discharged from a workhouse, not in our county, but not far off it, and there were none of them bathed on the Saturday. That might have been through some defect in the apparatus or otherwise, but they were all discharged on the Sunday morning because there were so many of them—sixty-three; and this man said none of them had had a bath. Of course, you could only take his word for it.

2084. With regard to searching, do you think that is unpopular with the vagrants?—Of course it is, sir; especially taking his pipe and matches away.

2085. Do you know whether the men hide any valuables they may have, outside before they come in?—It is very seldom they bring any money to our place.

2086. The money may have been put in some safe place?—Yes, I have seen people hiding valuables, and money at any rate, along a hedgerow before they got to the workhouse. I recollect an instance nearly forty years ago when I was a schoolmaster at the Stow union; an old man found 17s. which had been placed beside an old tree on the opposite side of the road by a vagrant before he was admitted to the workhouse.

2087. Did he claim it?—I think the old man got it. The tramp lost it. I told him it served him right; he should not have thought of coming there with that amount of money on him.

2088. (*Captain Showers.*) You return them their pipes and matches?—Oh, yes.

2089. (*Chairman.*) With a man genuinely in search of work, what do you do to assist him?—Give him every facility; let him go next morning, if he is genuinely in search of work; and if I can tell him of a place where employment is likely to be obtained, I send him on. You will note in my report that in 1903 there were only 21 out of 1,635 that I let off.

2090. There were only 21 that impressed you with the idea that they were honest men in search of work?—Yes. For me to allow them to go, they must by some means or other convince me that they probably will get work; the men would naturally say they were in search of work.

2091. We have had evidence from Gloucestershire and Wiltshire as to giving wayfarers a way-ticket which includes an allowance of eight ozs. of bread in the middle of the day, and passing them on from one place to another; have you considered that system at all?—Yes, I have, sir.

2092. What are your views?—We had a meeting I may say on Saturday—a committee meeting of the Workhouse Masters' Association, of which I was chairman—and our opinion is that if a mid-day meal were given it would be a very good thing, and it would prevent begging. It ought not to be given at the workhouse: our opinion is that it should be at some centre where they could obtain it. They would have then a way-ticket given to them by the master or attendant at the casual ward to prove that they had been in the casual ward the night preceding; and our opinion is that if you could recommend that a mid-day meal should be given, it should be given at some centre on the production of this ticket, and that the person should eat it there and not take it away. Then the general public would know that the vagrants had a mid-day meal, and that there would be no necessity for them to beg.

2093. With the exception of requiring the men to eat the bread at a certain place, you have described pretty well what the Gloucester way-ticket system is. The man takes the ticket to the police station. As a rule he is given a loaf there, or he is referred to the village grocer or baker, and then he is passed on. But there is something more than the mid-day meal: I should like to know your opinion with regard to the way-ticket as giving the honest man a certificate that he is on his way. There is marked upon it the man's name, his description, his starting place, and the place to which he is going. If he carries out that journey, do you not think that it is good evidence that he is genuinely on the way to get work?—Undoubtedly; that is exactly our idea, sir.

2094. Then if that could be done, do you not think it would be an advantage?—Oh, yes, if it is made general. As to everything that is suggested by the Workhouse Masters' Association, there should be uniformity.

2095. Do you not think that such a system, including the bread meal, would be an advantage to the honest man, and also rather a stumbling block in the way of the loafer?—Yes; you would find out the difference between the one and the other certainly. In order to do that, the system should be made uniform.

2096. Throughout the country?—Yes; there is no use doing it in one county and not in another, or in one part of the country and not in another.

2097. Now, what is your opinion with regard to the tramp wards being suitable for the *bona fide* working man in search of employment?—Of course, certain tramp wards are unsatisfactory. I know some tramp wards which are some of the most horrid places a man could get into; but if the separate cell system were adopted, I think they meet every requirement, provided they are thoroughly good ventilated places. It has been said, of course, that the *bona fide* working man does not like to associate with casuals; but you must not lose sight of this one thing, namely, that if he has sufficient money to go to a common lodging-house, you can find as bad characters in the common lodging-house as you can find in the ordinary casual ward.

2098. I take it that the regular loafer would rather be in association than otherwise?—Of course, he would, sir.

2099. If he gets into the common lodging-house he gets the association, but do you agree with other witnesses who have told us that common lodging-houses are often

Mr. J. Howe. very filthy. A man would get a more comfortable bed as far as the softness of it went, but it is generally infested with vermin ?—Of course, they are not under such supervision as casual wards.

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2100. What is your opinion ?—I have been in some bad common lodging-houses, and I have been in some casual wards that ought to be swept off the face of the earth ; they are not fit for human beings to go into.

2101. Who is responsible for this ?—To a certain extent possibly the guardians, because they will not build.

2102. (*Sir William Chance.*) Are there any of those in your county ?—We have one or two in our county which are bad enough to be done away with.

2103. (*Chairman.*) You would say there are some casual wards that require renovation and alteration ?—I will not say a great number, but I know several that require renovation and alteration ; I have seen them personally.

2104. Would you go so far as to say a considerable number ?—Well, a considerable number.

2105. A considerable number of casual wards that require a good deal of attention ?—Yes, certainly. And I know lots of instances of men, who would rather come to our casual ward than go to a common lodging-house ; I mean casual wards similar to our own, because a great many of them do prefer cleanliness, and we know full well, with regard to our casual wards, that we should naturally have our Inspector calling us over the coals if they were not to a certain extent clean. Then again, of course, in common lodging-houses, they do not have the same facilities for disinfecting their bedding or having it cleansed as we have in the casual wards.

2106. Are you speaking now of the South of England or of England generally ; do you know the North of England at all ?—No, I never was in the North ; I have lived in Northamptonshire and the Eastern Counties, and Kent and Essex.

2107. Surrey and Sussex ?—Not Surrey, sir ; I have only been in Sussex since I have been at Cuckfield.

2108. I mean when you are giving us this account, that there is a considerable number of casual wards which require looking after, you are speaking of the counties in which you have resided ?—Yes, sir.

2109. In the first place I would ask you, do you approve of the present system of dealing with the vagrants ?—Well, I do, to a certain extent, sir.

2110. I mean, if it is carried out in its entirety ?—Yes, I am of opinion that there should be more uniformity with respect to the treatment of vagrants ; that the task of work should be irksome and troublesome, and not skilled labour ; that workhouse masters should have absolute discretion to act in every case as circumstances may require ; that much good is done where there is co-operation between the masters and the police authorities ; that there should be more uniformity with the magistrates in dealing with those who do not conform to the rules and regulations of the Casual Poor Act, and who set the authority of the workhouse officials at defiance.

2111. As to the co-operation of the police : have you got that ?—Yes, sir ; very materially so.

2112. You have found the advantage of it ?—Both with respect to the chief constable of the eastern division of the county, and also the superintendent of Hayward's Heath, and the police constables under him. We have two police constables in Cuckfield ; very often one of them walks round in the morning when the vagrants are being discharged ; and sees that they go away and do not loiter about ; and they sometimes come up of an evening.

2113. Do the police near you act as assistant relieving officers ?—No, sir ; the tramp has simply to come to the casual ward and make his application to the labour master.

2114. But if there were a general system of the police acting in cordial co-operation with the poor law authorities, you think it would be very beneficial ?—Very beneficial indeed. I may say, too, that I noticed in the paper the other day that the chief constable of one county had given orders that his police were not to go and apprehend the casuals. That is not the case at

Cuckfield ; we simply say to the police, " I have a man who refuses to work," and the policeman comes down and takes the case, and we get a telegram to say when the case will come on at Hayward's Heath.

2115. The tramp leaves your workhouse having had breakfast. Is any sort of provision made in regard to a mid-day meal ; is he allowed to take anything with him ?—We should not object to his taking part of his bread if he had not eaten it.

2116. If he chooses to take half or a third of his bread away, he can do so ?—Yes. I was only speaking to a gentleman the other day who keeps fowls, and he told me that his fowls were kept by the bread thrown over his wall by the casuals leaving our house.

2117. There is, as you know, no legal provision made for a mid-day meal ?—No legal provision.

2118. I think, from what you have said, that you are of opinion that something of that sort would be advisable ?—If it could be made universal ; there must be uniformity in everything.

2119. I am speaking of a general provision in all cases ?—Yes, sir.

2120. You are in favour of dividing vagrants into certain classes ?—Yes.

2121. Take first those who can, but will not work ?—Our idea is that if we could have colonies something similar to the one at Hadleigh, it would be of great advantage in stopping persons from tramping about the country. If they will not work put them into a colony, and give them every facility in order to better their position, to raise themselves, if they will ; if they will not, keep them there.

2122. (*Captain Showers.*) You mean a penal colony ?—Yes, sir.

2123. To which a magistrate may order a man to be sent for a year ?—Yes.

2124. (*Chairman.*) Have you had any experience of those colonies ?—No, sir ; only from hearsay.

2125. No doubt you have read of the foreign ones ?—Yes, sir.

2126. I take it that you would advise that something of that sort should be tried ?—We strongly advise that, sir.

2127. Is that the opinion of your association ?—Yes, sir.

2128. Pretty unanimous, is it ?—Well, it was the unanimous opinion of the committee on Saturday, and we were a pretty representative committee ; we were appointed by the whole body.

2129. You would divide the vagrants, as I think we have had them divided in this committee before, into three categories : those who can and will not work ; those who would work if they could get employment ; and, finally, those who are incapable of work ?—Yes. With regard to the second class, that is, those who would work if they could get it, that only opens up the labour question again—a very wide one that is. As to the last class, I think some provision should be made to take them off the road if they are proved to be habitually tramping.

2130. In what way would you attempt to assist the men who are willing to work ?—Well, I read that at Bury St. Edmunds the town council are to open a roll there of names of those willing to work to see if they can possibly find work for them ; but if there are some who would not work if they could get it, would it not be possible to have a kind of colony for them, not a penal one, but one in which it might be found out if they would work ?

2131. Do you think it would be advisable to have information given generally, either at the police stations or at the workhouses, as to where work is obtainable ?—Yes, sir. Now, for instance, at our place in the busy season, hay making or harvest time, some of the farmers send round to me to know if I have one or two men they could set to hay making or threshing, as they do not get enough hands ; but I am sorry to say that if I send any men, five out of six do not get there, and those that do go only do an hour's work and then go away. It is very seldom you get a man to go and take up three or four days' work.

2132. At any rate they get the chance ?—Certainly.

2133. Can you tell us what your idea is of the proportion of honest men who are on the tramp and want to get work, compared with the total number of vagrants?—Well, my information for 1903 gives not quite $1\frac{1}{2}$ per cent.; but the general opinion of all workhouse masters is that it is under 3 per cent.

2134. That it is under 3 per cent.?—Yes.

2135. Do you not find that large works attract vagrants?—Even casuals who do not want any work will flock to the place where any new scheme is being started, or any new work going on. For instance, we are going to have new sewage works at Hayward's Heath; they have not yet commenced. I have had several men pass through my casual wards, who said they had come to see if the work was begun at Hayward's Heath. I think I had four; but not one of the four, if I had been clerk of the works or foreman, would I have put on to the works at all.

2136. I suppose you find, what we have been told of elsewhere, that a certain number of tramps go to trade on the honest men that do go to work?—That is it. But one of the suggestions is whether this Committee, in their recommendations, could not recommend that in future, where large works are to be started, the authorities who are responsible for those works, either the council or whoever they may be, or the contractors, should not be required to provide accommodation for their workmen that flock to that place; because it is well known that in several places where large works have been started, even the men who honestly go to work will go to the casual wards the first few nights in order to get the night's lodging for nothing, or because they cannot get it elsewhere.

2137. I am afraid that at present there is no provision in the English law by which you could enforce that?—No, sir; but it could be a recommendation from this Committee.

2138. Quite so; but, no doubt you are aware that at present there is no provision in law by which you could enforce that?—Oh, I know that.

2139. But it would be advisable if such provision could be made?—Yes.

2140. (*Captain Showers.*) If these men are really working men and cannot get accommodation elsewhere, could you not lodge them in the casual ward and charge them some little fee?—We could do so, sir, but we are not permitted. I mean the law does not allow us to make a common lodging-house of the wards.

2141. (*Chairman.*) The man must be destitute in other words?—Yes.

2142. (*Captain Showers.*) We have heard of cases where they have taken 6d. for the night?—I have done so, sir; but it does not prove that it is legal.

2143. (*Mr. Davy.*) What is the staff at Cuckfield for dealing with the vagrants?—A labour master and a labour mistress.

2144. They look after the tramps?—Yes.

2145. Who receives the tramps on admission?—The labour master, sir; or, in his absence, one of the other officers.

2146. Does a pauper receive them?—No, sir; not exactly receive them; there are two men there to assist the labour master.

2147. Who receives the women?—The labour mistress.

2148. A paid officer?—Yes.

2149. When a vagrant has been received, what is the next step?—He is bathed.

2150. Is he searched?—Searched and bathed.

2151. Searched and bathed; then he gets his supper?—Yes, sir.

2152. What is the supper?—Bread and water for the men; and bread and tea, or bread and broth, for the women; and gruel of a morning for the women.

2153. Then after supper they go to bed?—Yes, sir.

2154. Do they have separate cells?—We have not sufficient separate cells for all the men; we have eleven, sir.

2155. Are those separate cells warmed?—Yes, sir; hot water pipes go through them.

2156. What is the bedding?—We have hammocks. *Mr. J. Howe.*

2157. Canvas hammocks?—No, they are made of cocconut matting; they are made in Cuckfield. 17 Jan. 1905.

2158. What covering have they?—They have two rugs.

2159. Is there a bell in each cell?—They have got a bell pull.

2160. So, if a man wants water at night, he can ring the bell?—Yes, there is an old man in a separate room, who can be rung up at any hour.

2161. At what hour do casuals get up in the morning?—At the present time, before seven o'clock.

2162. Then they do their task of work?—Yes, sir.

2163. And get their food in the middle of the day as you have told us?—Bread and cheese.

2164. Then at night?—They have bread and water for supper.

2165. And when are they discharged next morning?—At the present time about eight o'clock; after they have had breakfast.

2166. It is your duty, I suppose, to see that the cells are well warmed?—Yes.

2167. Well lighted and ventilated?—Yes.

2168. Kept clean?—Yes. I can vouch that each cell is well warmed, because I have often made my labour master put a thermometer in to see how hot they were.

2169. You have told us you know some very bad wards?—Yes, sir.

2170. The same class of wards that you have at Cuckfield are, I think, in every union in Sussex with the exception of one?—Yes, I think so.

2171. You have told us that you set 33 per cent. only of the casuals to stone crushing?—Yes, sir.

2172. The rest do the same sort of work that was in force before you introduced stone crushing?—No; one of the tasks used to be picking oakum. I do not set any one to pick oakum now.

2173. So that your decrease in vagrants is due partly to your setting 33 per cent. of your men to stone crushing?—Yes, sir; and more strictly carrying out the Local Government Board Order. We keep them two nights now instead of one.

2174. And with that, your men have decreased from 10,600 to 1,760?—Yes, sir.

2175. In ten years your women have decreased from 1,534 to 358?—Yes, sir.

2176. The children have decreased from 993 to 72?—Yes; but there has been a little increase this last year.

2177. So that putting 33 per cent. of the male tramps on a certain task and observing the Local Government Board regulations has resulted not only in the decrease of the men, but in the enormous decrease of the children from 993 to 72?—With regard to the decrease in the women and children, I attribute that partly to our seeing that the children are properly cared for, and to our informing the Society for the Prevention of Cruelty to Children if they are not. That is always done.

2178. So that they avoid your workhouse?—Yes; because they know the consequence if they do not.

2179. Have you formed any idea as to where these tramps have gone, who used to come to you and do not come to you now?—Possibly some of them have gone to seek "fresh fields and pastures new."

2180. Have you received any complaints from neighbouring unions that you are forcing tramps on to them?—Oh, yes, I have.

2181. Have you received any recently?—Only from the masters who say, "the way you carry on your stone pounding tends to make the numbers increase in our houses." I have not heard that officially of course.

2182. Do you think there is anything in it?—Not so much as they say.

2183. The stone pounding is now introduced pretty uniformly, is it not, all over the county?—I believe so, sir.

Mr. J. Howe. 2184. Is not stone pounding a purely unskilled operation?—Oh, yes, anybody can do it.

17 Jan. 1905. 2185. A woman can do it?—Yes; but still it would be rather hard work for a woman.

2186. Still it can be done?—It can be done.

2187. The boulder once broken, the work is comparatively easy, is it not?—Yes. All you have to do is to break it. I may say where the stone pounding is done, they do not in every case break them to the size that we do.

2188. Do you receive any complaints of sore hands?—Very few, if any.

2189. What do you do then?—If a man has got a sore hand, I take him off the work.

2190. You have seen those stone crushers with wooden handles?—I cannot say I have.

2191. What do you do with the broken produce?—Sell it.

2192. For what purpose would it be used?—We sell some of it for cutting stone. They use it as grit. It is beautiful stuff for that. Some we sell for chicken feeding.

2193. Do you break any to a size suitable for making paths?—We use some for paths. We have had our front yards covered with this stuff.

2194. Do you sell any for making concrete?—Yes.

2195. Who buys that?—The builders and some private individuals.

2196. There should be a considerable sale for it?—I should say so.

2197. You attribute the decrease of vagrants mainly to the strict carrying out of the regulations of the Local Government Board, and the introduction of a proper task; but you admit, I suppose, that a great proportion of the decrease is due to the action of the magistrates?—Yes.

2198. They support you?—Yes.

2199. You have an absolutely uniform sentence?—Yes, it is absurd to go before a magistrate and get a casual sentenced to two or three days' imprisonment; they simply laugh at you; the day he is committed counts as one day; the day he comes out counts as another; and if he is sentenced to three days' imprisonment, he is really only one day in prison.

2200. Put it at seven days: what then?—He is only there five.

2201. Which gives him a rest?—Only four days really; the day coming in; the day going out; and they only count six days to the week.

2202. What number of men did you actually charge before the magistrates last year?—Forty-eight.

2203. Now for the year ending Christmas, 1904, you relieved how many casuals?—2,198.

2204. How many did you charge for refusing to work?—Twenty-two. There were twenty-six prosecutions altogether during the year. Four were prosecuted for other offences.

2205. Twenty-two were prosecuted for refusing to do work?—Out of 2,198, sir.

2206. They were convicted and sentenced to twenty-eight days?—Yes.

2207. As to the other offences?—Two were convicted for wilful damage, one getting twenty-eight days and the other twenty-one. And two were convicted for destroying clothing, one getting fourteen and the other twenty-eight days.

2208. Nobody that you charged escaped conviction?—No, sir.

2209. Supposing a man says that he cannot do the work, as he is too ill—what do you do?—Send for the doctor. No man who says he is incapable of doing the work is had up before the magistrate unless we have the medical officer's certificate.

2210. You always take the doctor's opinion?—Yes; we never fail. We never take a man before the magistrates, who alleges that he is unable to do the work through any physical defect, unless we get the certificate of our medical officer.

2211. Your medical officer is an eminent physician, is he not?—He is an M.D. of London.

2212. Do you in every case, where you take proceedings for refusal to do work, ask for his opinion?—Not in every case; only when the man says he is unable to do it.

2213. You give him the option?—Yes, and when the doctor comes to see a man he examines him in every department, and if he says "I do not see any reason why he should not do the work," I turn to the man and say, "You have heard the doctor's opinion; are you going to do it, or are you not?" He has the option. If it is midday, I say, "Well, I will not be too hard on you; I will give you half the task." If a man says he will try to do it, I will let him go and do it. If he flatly refuses to do it, I get the doctor to give me a written certificate, and the man is charged.

2214. Supposing a man absolutely refuses to do any work at all—do you ever send for your medical officer?—Yes, if he pleads that he is incapable of doing it. Now for instance, yesterday, I did not send for the medical officer for a man who said that he was perfectly well, but that he would not do his work.

2215. A man may say "I am not well enough to do that task"?—I am not a doctor. I send for the doctor and let him certify.

2216. Or he may say, "I will not do any task"?—If a man says he will not do any task, I do not send for the doctor.

2217. Do you ever get the case of a casual who says, "I will not be examined by a doctor"?—Oh, yes, I have had cases like that.

2218. And he goes up for twenty-eight days or longer?—Yes.

2219. Do the police at Cuckfield visit your casual wards?—Yes.

2220. Just look in to see if they want anybody who is there?—Yes; the superintendent wishes them to do it as part of their duty, and there is no doubt that in that case it prevents some people from coming to our house; it acts as a preventive.

2221. Now, let me ask you a question or two about the food. You have told us that the food taken away from workhouses is very often thrown away?—Very often, sir.

2222. Do you consider vagrants to be an underfed class?—No, sir; look at the quantity of food you find on them when they come in of an evening.

2223. What do you do with that food?—We take it away from them at first, and give it to them when they go out again.

2224. Even the meat?—Yes.

2225. Do you ever allow them to consume any of the food that they bring into the workhouse?—I do not recollect any permission given except yesterday morning. A man who was breaking stones, and doing his work fairly well, said to me, "I beg your pardon, sir; it is an awfully cold morning; I have a piece of pork in my parcel; I could not eat it last night; may I have it to eat now?" I was not inhuman enough to say he should not; it was very cold yesterday morning.

2226. Usually you keep them to the prescribed diet?—Yes.

2227. Do you often find men coming in pretty full of liquor?—Very often, sir.

2228. Suggesting that they have spent their last sixpence in having a drink?—I have overheard men in Cuckfield say they are going to spend their last money, and give the master a wake up at 11 o'clock at night. I have occasionally gone down myself and turned them out, or would not let them come in. They can walk right up to our front door, as our front gate will not lock.

2229. If a man had sixpence is there any place in Cuckfield where he could sleep?—I do not think there is any place where he could sleep, unless he were a very respectable man.

2230. There are no common lodging-houses at Cuckfield?—No; nor at Hayward's Heath.

2231. And you think that fact increases the numbers in the casual wards?—I am sure it does.

2232. Are you aware that the guardians of a neighbouring union to yours use the workhouse as a common lodging-house?—Yes, I have heard of it sir.

2233. For sixpence?—There is no doubt in my mind that if our guardians were to wish me to do that, and I was bound to do it, I could get plenty of applicants, because our casual wards are very good ones, and a man would rather come there and give sixpence, if he were allowed to go away next morning, than he would sleep out.

2234. You have told us that, in your opinion, the proportion of honest wayfarers in search of work is about 1½ per cent.?—That was my experience in this particular year, sir.

2235. And you formed that opinion from talking to the men?—Yes.

2236. I mean it is a carefully formed opinion?—Yes.

2237. You are aware there are several people in your parish who would always be willing to give a man a job?—Oh, yes, if he would work.

2238. They cannot get them?—No. On several occasions I have sent men down, but I never knew them to keep to the work. One morning I sent a man five or six of the casuals, but only two or three turned up, and then they did not work. They worked for half a day, and when they got 2s. 6d. or 3s. he did not see them any more.

2239. Did you not make the reforms in the way of dealing with tramps on account of the complaints of begging in the streets?—Yes.

2240. It was very bad at one time?—It used to be very bad in our district.

2241. You knew of scores of cottagers being disturbed in their homes?—Yes, I knew it for a fact. Naturally if we decrease the tramps from 12,000, or nearly 13,000, in one year to a little over 2,000, there is a less number of people perambulating our neighbourhood, and there is the less likelihood of cottagers or anybody else being disturbed during the day.

2242. In your opinion it is a great benefit to the community at large?—It is an undoubted fact; the magistrates and also the police will tell you so.

2243. Everybody appreciates it?—Yes.

2244. (*Mr. Simpson.*) Do you find that the opinion of the other members of your association on these subjects is much the same as yours?—I am voicing to-day not only my own opinion but the opinion of my confrères.

2245. And it is that the proportion of inmates of casual wards, who are really honest working men going from one place to another, is so small that they have to be treated altogether exceptionally?—Yes.

2246. With regard to the way-ticket system, would you be prepared to let the holder of a way-ticket go out of the ward next morning without a task?—I should, sir, if it were made universal. I think they ought to if they are honest working men; every facility should be given to a man if he is willing to work.

2247. I did not quite gather what exactly is the advantage of stone pounding over stone breaking; I suppose you had stone breaking before you brought in stone pounding?—No, we never had stone breaking.

2248. Do you consider that you get a better sale for pounded stone than you do for broken stone?—Oh, no, I should think we could sell broken stone just as easily as we could sell pounded stone. We should require a greater quantity to be done, but I do not think it is such a preventive task of work as stone pounding.

2249. You consider it a good kind of work from the point of view that the men dislike it more?—Yes. We introduced it more as a preventive than as a remunerative scheme.

2250. (*Mr. Davy.*) Is not the main advantage of stone pounding that it is absolutely unskilled?—That is so.

2251. Anybody can do it?—Yes.

2252. Stone breaking is a very skilled operation?—If you go along a road and see an old man breaking stones and see a young man breaking stones, you will very soon observe that there is a knack in doing it.

2253. And therefore the biggest blackguard, who has *Mr. J. Howe.* served his apprenticeship in the gaol and workhouse, does his work easiest?—Yes. 17 Jan. 1905.

2254. Whereas in stone pounding they all start pretty level?—Yes.

2255. (*Mr. Simpson.*) In the sale you get a profit?—We get a certain amount of profit with it. Of course, we use a certain amount of it in our own place.

2256. Do I understand you really attribute the decrease in the number of women and children, especially children, who receive relief, to the fact that if children are treated cruelly, you report them to the National Society for the Prevention of Cruelty to Children?—Yes, I think half of it might be attributed to that. At the same time I think with the great reduction in men naturally would follow a great reduction in women as well; and with the reduction in women naturally there must be a great reduction in children. It is very seldom that children come alone.

2257. Do you know what is the result of these prosecutions of tramp children; do you hear of their being sent to industrial schools?—I have done so, sir.

2258. Even if they are with their parents, but if they are not being treated properly, will the magistrates send them to an industrial school?—If their parents are treating them improperly.

2259. If their parents are not treating them properly the magistrates will send them to an industrial school?—Oh, yes. I might mention here that if I do by chance get a child admitted into my casual ward by himself or herself under the age of sixteen, I never allow him to depart until I make every inquiry as to where he comes from, or who he is. In that way I have been the means of sending children back to their own homes. Of course, we know that sometimes boys run away for all sorts of excuses and ideas. I never allow a child under sixteen to depart from my casual ward, until I have kept him sufficiently long to make every inquiry about him.

2260. (*Sir William Chance.*) You find you have sufficient accommodation now in your workhouse for all the casuals that like to come?—Oh, yes; one ward we have not used for years; it is an associated ward which could hold ten.

2261. What is the period of the year in which you have most vagrants coming to you?—In the winter time.

2262. What part of the winter particularly?—Well, all the winter, I should say.

2263. And when have you least?—During the summer months.

2264. The late summer?—Yes, sir. For instance last quarter I had 711; in the Michaelmas quarter I only had 578.

2265. That is the time of year when there are least vagrants?—Yes.

2266. There is more doing, I suppose?—There is more doing. I could give you statistics for any time.

2267. How long have you been going on with the existing system of co-operating with the police?—For some years.

2268. Ten years?—Yes, about that.

2269. You did not begin to co-operate with the police previously to introducing the stone pounding?—No, probably not.

2270. As to the communications with the Society for the Prevention of Cruelty to Children, when did you start that?—I think it is about eight or nine years ago, sir.

2271. So that it is since you established the system of stone pounding that you began this?—No, it is not so long ago as that. This is a resolution passed by my board in 1899: "Resolved that the master be empowered, in the case of a vagrant parent leaving the casual wards with a child or children, to communicate, by telegraph or otherwise, as he thinks fit, to the nearest inspector of the Society for the Prevention of Cruelty to Children."

2272. Having regard to the fact that you introduced this system of co-operation with the police, and also with the Society for the Prevention of Cruelty to Children, subsequently to your introduction of stone pounding, would you not attribute some of the decrease in vagrancy to that?—Oh, yes, I do not attribute the whole of my decrease to stone pounding.

Mr. J. Howe. 2273. So I understand ?—But of course the greater part of the decrease would be attributable to that.

17 Jan. 1905. 2274. In regard to the men ?—Yes, the stone pounding.

2275. And that would reduce the number of women and children to a certain extent ?—Yes.

2276. You have made some reference, in the statement you have submitted, to the question of the children. You say: "It is a question whether it would not in time tend to diminish very materially the number of casuals, if the State could see its way to get an Act passed to take away the children from those who continually tramp the country, as it is an undoubted fact that the great majority of these children eventually help to swell the number of vagrants, as a roving life is naturally instilled into them." Could you explain what is in your mind now, with regard to making the law a little more stringent in regard to the children of vagrants ?—Well, it is not only my own idea, but it is the idea of the workhouse masters generally.

2277. That is what I want to get at ?—If it were possible that a law could be passed that the children should be taken off the road if found continually tramping, it would naturally tend to diminish the number of casuals in time, because the children are constantly travelling about the country, and once they get on the road they receive no education, except in every kind of vice. If they are female children, the people they are with are very often not their own parents; sometimes they are, but more often they are not. Very often they are with their mother, but the man is not the woman's husband, even though he is the father of the children. We know cases where the parent has subsisted partly or benefited by the daughter's prostitution; secondly, we know that the females in the great majority of cases become mothers; and the children are carried about the country, tramping about from one part to another. They must naturally swell the number of vagrants. It is a floating population still increasing.

2278. You are aware there was an Act passed in 1866 called the Industrial Schools Act, which has this provision: "Any person may bring before two justices, or a magistrate, any child apparently under the age of fourteen years that comes within any of the following descriptions." And one of the descriptions is "found wandering and not having any home or settled place of abode, or proper guardianship, or visible means of subsistence" ?—Yes, sir.

2279. Now, is that Act used very much in regard to these children ?—I do not know of any cases in our neighbourhood where it has been used, sir.

2280. It has not been used ?—No.

2281. Therefore you consider it does not entirely meet the case of these children ?—Oh, no, sir; not by a long, long way.

2282. What is the conclusion that the Association of Workhouse Masters have come to on this question; in what way do you want to strengthen the Act of 1866; do you want to extend that Act or do you want a new Act ?—I should say they want a new Act to empower the proper authority to educate the children so that they will not go continually tramping about the country. It would naturally have to be a State affair, because it would not be fair to put it upon the rates of one single area. And we are of opinion that if that could be done, in the course of time that class of tramp would become deleted from the road altogether.

2283. You are aware that Bills have been introduced lately to deal with those children ?—Yes.

2284. On poor law lines ?—Yes.

2285. Have you studied any of these Bills ?—No, I cannot say that I have.

2286. Anyway, I take it from you that you do not consider the present law strong enough ?—No, sir, I do not.

2287. Do you keep your vagrants over Sunday ?—Yes, very often, sir.

2288. Do you ever let them go on Sunday ?—Sometimes.

2289. For what reason ?—If we happen to be a little overcrowded, for instance; we have not much accommodation for women. Or if a man wanted to go, to get on the road. But we nearly always keep them over Sunday.

2290. And you would approve of it being the rule that these vagrants should be kept over the Sunday ?—Yes, not allowed to go out on that day, if it could be avoided.

2291. Why ?—One particular reason is that they are a nuisance to the inhabitants in the particular neighbourhood.

2292. Do they beg more on Sundays ?—I do not know that they beg more, but there are more people about on a Sunday; therefore they must become a great nuisance to them.

2293. You think there might be more chance of their picking up something on Sunday than on any other day, owing to the people going to church, and being in a charitable frame of mind ?—It might be that.

2294. As to the success of labour colonies, have you formed any opinion on the subject ?—We were discussing the question on Saturday with special reference to Hadleigh colony, and one gentleman, who seemed to understand a good deal about it, said it was the best he had heard of. There were greater facilities for a man to raise himself up.

2295. Which colony was that ?—Hadleigh. If a man goes there he starts on a new line of life; he has something in front of him there. He knows that if he goes on conducting himself well and doing his work properly, he will go from one grade to another.

2296. You have had no facts put before you to show whether those labour colonies are successful in redeeming these men ?—I have not.

2297. Is it surprising to you to hear that the labour colonies abroad are not successful ?—It is not surprising at all, sir. Probably if it is to be suggested that labour colonies should be established here, they must be established on different principles to the previous ones.

2298. Is it your opinion that it is desirable that the care of vagrants should remain under boards of guardians, as at present ?—No, sir.

2299. Or should it be transferred to the police entirely ?—Our opinion is that it should be taken away entirely from the workhouses. It should be under the Home Office.

2300. It should be under the Home Office ?—Yes; or the police.

2301. Will you tell us your reasons for that, or the reasons of your association ?—We believe they will be better dealt with in every respect. A man naturally would not care to be under the police.

2302. You think it would have the tendency to make the life of vagrancy not quite so inviting as it is at present ?—That is it, sir. We workhouse masters do not think we ought to be troubled with them.

2303. I was putting it on higher grounds, but you do go further than that ?—Oh, yes; we are of opinion that it should be taken away from the workhouses altogether.

2304. Quite apart from the question of trouble ?—Quite apart from that.

2305. (*Mr. Simpson.*) Would not that very much increase the expense; is it not the case now that the officials of the workhouse can also look after the casual ward, whereas if the casual ward is a separate institution altogether, you would require a separate staff ?—That might be, sir; but I do not consider it is a question of expense at all; it is a question of how to treat them; it should not go into the question of expense.

2306. (*Mr. Davy.*) I suppose you would advocate that this expense should fall not on the rates, but on the taxes; and there should be a central administration ?—Yes.

2307. (*Sir William Chance.*) I thought you had a higher motive than that ?—Yes, I have.

2308. I want to get that out ?—Perhaps I might state briefly, that the general idea of our association and of workhouse masters is that there should be with regard to tramps—if they are to remain under the jurisdiction of the workhouse—uniformity of diet and uniformity in task of work. It is no use giving stone breaking and stone pounding in one county, and something of a more easy task in another county. Tramps naturally seek the places where they are treated best. Then the police should be requested in every county

to co-operate with the officials with respect to the treatment of casuals, and also to help the officers in keeping order. If they co-operate with the workhouse officials, in our opinion it is a great preventive of so many coming, because naturally the man will keep on tramping about the country; but if he knows he is to be seen by the police at pretty well every workhouse that he goes to, it will have a tendency to keep him away. Then as far as possible we should like to see uniformity of sentences by the magistrates; because it is not only unfair, but it is not conducive to the prevention of casuals if a man knows he is going to get twenty-eight days in one district; in another three; in another five; and in another seven; or perhaps get dismissed. And we also suggest, as I have previously said, that it might go as a suggestion to the Local Government Board that they should issue an order that casuals should be inspected periodically by the medical officer of the workhouse, because that would naturally be a preventive of disease. For instance, I can only quote two cases where we have had small pox in our workhouse which was not introduced by casuals through the casual ward. Although a labour master may be very cute, and to the best of his ability examines every vagrant, it does not follow that he can spot everything the same as a medical man would. Perhaps it might be said, medical men would have to be paid for that, and they would not care about the work being imposed upon them at certain times. At the same time bear this in mind, that the tramp would be got ready for the medical officer coming up at 8 o'clock at night, and we could then even say, "In my opinion, doctor, these five or six are all right, but just see this one or that one," and so forth. I mean, it is a suggestion thrown out by the Workhouse Masters' Association, that we want you to entertain if you will.

2309. (*Dr. Downes.*) You are aware that the Local Government Board have recommended medical examinations of casuals in times of prevalence of small pox?—Yes; we have it done at our place.

2310. It is done at some places?—Yes, but we say, "Go further than that: have it done periodically and on a certain night; have all casuals in casual wards inspected on a certain night."

2311. Have it simultaneously at all wards on a particular date?—Yes, that is what we suggest.

2312. Do you suggest it weekly or fortnightly?—If you did it fortnightly—that would be during the time of infection in most diseases—you would catch them.

2313. Now, with regard to your introduction of stone pounding, did you make any alteration of diet at that time?—No.

2314. The same diet continued that you had before?—Yes.

2315. So that would not account for the decrease of vagrants; it has not been due to an alteration of diet?—No.

2316. Have you at any time altered the diet of the children in consequence of the regulations of the Local Government Board?—We give them milk.

2317. That is new?—Yes; we keep strictly to the diet.

2318. And I understand that has not increased the numbers of children?—No, sir.

2319. You have told us that the numbers of women and children have in fact decreased?—Yes.

2320. What task of work do you give to the women?—Well, they mostly do cleaning, and, when we have been shorthanded, they have gone down to the laundry and done washing.

2321. There has been no change in the character of work given to women in your place?—No, sir.

2322. So the decrease is rather due to other causes than the actual task of work?—There has been no alteration in the task of work for women.

2323. Do you not think that the decrease is partly due to the fact that these women are more associated with the class of men that you have deterred from coming to you?—To a certain extent.

2324. And you think it is also due to your system of communication with the Society for the Prevention of Cruelty to Children?—Yes, sir.

2325. With regard to the stone pounding, do you help the men to empty the mortar as they go on?—No, they

empty it themselves. They have to sift it; they are *Mr. J. Howe.* provided with a sieve.

2326. And how much stone does a man take at a time to break?—As a rule only about one or two flints. 17 Jan. 1905.

2327. He breaks them, and then gets rid of the stuff?—Yes.

2328. So he does not go on filling up his mortar?—No; he could not break the stone if he did that.

2329. It would be too dead?—Yes. In course of time the rammer wears a hole through the bottom of the mortar, which is solid iron, and this has to be renewed.

2330. Have you had any difficulty with the men putting the stuff through the mesh; do they refuse to do that?—No, sir.

2331. Have you had men refuse to put the stuff through the mesh on the ground that it is not part of the prescribed task?—I have heard of such cases, but not with us. One thing that they will try to do is to get the wires further apart so that a larger stone will go through. We have to guard against that as best we can.

2332. I think you told us you prosecuted twenty-two men in a given time for refusing to do their work?—During last year.

2333. What do you do with a man who does not complete his task of work?—Well, if I consider that he is unfit to do his task, and has only done a half, a third, or even a quarter, but has tried to do the task and found it impossible, I should not prosecute him. If I found that he had been trying to do the task, I should not prosecute him.

2334. You use a liberal discretion in the case of a man trying to do his work?—Yes.

2335. When you speak of stone pounding being a greater deterrent than stone breaking, I take it that you mean to the expert; one man may be able to break stone very easily, and he would rather break stone than pound stone?—Yes, sir.

2336. But take the case of the novice who cannot break stone, which would he choose now; stone breaking or stone pounding?—That I cannot say.

2337. Which would be the easiest?—I should say stone pounding. We do not give them the alternative to pound stone or break stone; stone pounding is our task.

2338. You have had experience of stone breaking and stone pounding?—Yes.

2339. Your association is representative of the whole country, is it not?—Yes.

2340. You have said that they considered uniformity of task an important point?—We would like to see everywhere uniformity.

2341. When they say uniformity of task, I take it we must provide for the feeble as well as for the muscular?—Yes, the same as we do. We do not put them all to stone pounding.

2342. Therefore, you contemplate such uniformity of work as would provide for all classes; you do not mean that they should all be put to stone pounding?—Oh, no. I had a man in my labour yard last Saturday and Sunday; a very respectable man. He had worn his shoes clean through; he had no shirt and no waistcoat. He said he had been in the Boer war, and had a wound in his groin. The poor fellow had had nothing to eat for the last few days, and he had come into the casual ward as he was incapable of getting any work. I gave him an old pair of boots, a waistcoat and a shirt, and let him go without doing any work.

2343. I think you have told us that if a man refuses to do his work on the ground that he is unable to do it, you always send for the doctor?—Never miss, sir.

2344. Supposing he refuses to do his work and says nothing about inability, in that case I understood you to say you do not send for the doctor?—No.

2345. Have you had a man raise that defence when he has appeared before the magistrate?—I always ask a man before I prosecute him: "Why do you refuse to work?" If he says he is incapable of doing it, I ask him in what way. He may reply that he is physically incapable, or that he has heart disease, or that he has a bad arm, or that he has one eye out, or something of that

Mr. J. Howe. kind. If I consider he ought to do it, I send for the medical officer, and I always ask every man before I prosecute him, if he does not work: "Now do you plead that you are physically unable to do it, or not? If you say you are unable to do it, I will send for the doctor. But it is no use your saying that when you get down before the magistrates."

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2346. You recognise the importance of having inspection by the medical officer when a man says he is incapable?—Oh, yes; that is one reason why we get a conviction, because the magistrates know full well the man might have seen the doctor, if he had pleaded he was physically unable to do the task.

2347. Do you find that the beggars that come to your casual ward are to a large extent the same people year after year?—Very often, sir.

2348. Do they come on a definite circuit, or do they go aimlessly?—Well, there are some of them that take circuits.

2349. Your association suggests that it is a point to consider that an Act should be passed to take away the children from the habitual tramps?—Yes.

2350. What would you do with the parents or the persons with whom the children were travelling?—Well, if they were capable of working and would not work, it is a question whether, if a labour colony is inaugurated, they should not be sent there.

2351. Otherwise, they might return to you with fresh children?—Yes.

2352. (*Captain Eardley-Wilmot.*) Have you ever had a case of a man refusing to be examined by the doctor, and then, when the case comes before the magistrates, saying his refusal to work was due to his health?—I have had several cases.

2353. Did the magistrates send to see the doctor?—No, I told the magistrates that the man did not want to see our medical officer.

2354. Of those twenty-two men who were prosecuted in that year you were speaking of, did any of them come back to your workhouse afterwards?—Some of them, but we do not often get them a second time—not after they get twenty-eight days. I had one a fortnight ago.

2355. You told us at the beginning that was very exceptional?—Yes. A fortnight ago I had a man who would not do the work, and said he did not intend to do it. He said if he were sent to prison, he would have so many ounces of bread, so many ounces of suet-pudding, and so much gruel. He could enumerate the whole of the articles, in fact, he would have for three weeks. We know they get better diet in the prison than in the casual ward.

2356. Of course, because they are there longer. With regard to uniformity of work, is there any other stone besides flints, which can be put to remunerative use when it is pounded?—I do not see why granite should not. Of course, flints are preferable, but there are places where you could not get flints.

2357. Is it not a difficulty in securing uniformity of work, that in certain neighbourhoods you cannot get the same raw material as in others?—It might be.

2358. You get stones on the shore at Shoreham, but they would not be available for a workhouse in the Midlands?—No, I know that. For one workhouse in Sussex they do not get the stone from Shoreham; they take flints off the land.

2359. Flint is the best stone?—Yes.

2360. Flint is valuable in most places is it not?—In most places, I should think. If you had granite you could not sell it for chicken feeding or stone cutting; they want flint.

2361. (*Captain Showers.*) You say that the police visiting the workhouse when the men are going out has a good effect?—Quite so; it is natural; it clears them away from the neighbourhood.

2362. Do you allow the police to go into the casual wards in the evening to see the men?—They ask permission of the labour master.

2363. You think their going in has a good effect?—Undoubtedly.

2364. I think you told us that you have a woman for the reception of females?—Yes, sir.

2365. Take a man that is really *bona fide* in search of work, and he tramps, we will say, three weeks or a month without being able to find work; do you not think that the casual ward diet renders him after a certain time unfit to do the work, even if he can get it?—I think, sir, our opinion in the Workhouse Masters' Association is that if you could make it uniform that a man had a hot breakfast and a hot supper, that is some gruel—it should be uniform, instead of as now given in one county and not in another—the magistrate would be able to say, "Now, you have had a breakfast; you are physically able to do that work."

2366. Do you not think that a man after tramping, say four weeks without being able to get work becomes so impoverished in his body and strength from the casual ward diet, that he is liable on that account to fall into the position of a professional tramp?—Yes, sir, but I do not think in my own mind that casuals go without a mid-day meal—at least, very few of them; it is a very rare case.

2367. They get it by begging, you mean?—Yes; they get it by some means or other.

2368. (*Chairman.*) Generally from the poor?—It is the poor that help the poor.

2369. (*Mr. Davy.*) What do you do with a man who is slightly ruptured?—Not put him to stone pounding.

2370. Do you put him to anything else?—If he is able to do it.

2371. Do you think a man who is slightly ruptured would be able to weed a garden path?—Yes.

2372. You would let him do what he could?—I would tell my labour master to put him to a certain kind of work.

2373. You would not let him off?—If he is capable of doing a little work, he ought to do it.

2374. If he is capable of walking fourteen miles, he is surely capable of doing a little work?—I always tell my labour master to use his absolute discretion as to giving them stone pounding. There is one thing, gentlemen, I should like to make a remark about, and that is, if it is agreed that we are to retain casuals in workhouses, I must say that I believe that my brother workhouse masters and all officials connected with casual wards do to their utmost carry out their duties in looking after the casuals; and we would impress upon this Committee the advisability of specially mentioning in their Report that for the future absolute authority should be given to the workhouse master to use his discretion in every single individual case. We have acted on this line in the past though we have not had the authority of the Local Government Board.

2375. (*Chairman.*) With reference to the condition of the man and so forth?—Yes, sir, and as to what he should be set to do.

Mr. E. BURGESS, called; and Examined.

Mr. E. Burgess. 2376. (*Chairman.*) Mr. Burgess, you are the master of the Sheffield union workhouse?—Yes, sir.

17 Jan. 1905. 2377. How long have you been in office?—At Sheffield four years next April.

2378. And before that?—Six years at Fulham; two years at Leeds previous to that; and two years at Skipton previous to that.

2379. Then the main part of your service has been in Yorkshire?—Yes, sir.

2380. What is the accommodation for the casuals at Sheffield?—Sixty men and twenty women.

2381. Is that the average number?—Our average now is 210 per week, sir.

2382. Have you found during the last year or two a considerable increase?—Between 1895 and 1903 we were about 100 lower. In 1904 we jumped up 2,000.

2383. Have you heard from the men themselves any reason for that?—Well, I think from conversation with

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the men that there are a good deal more men out on tramp on account of the want of employment; from questions I have put to them, I think there are more *bona fide* working men now than there were the previous years.

2384. What was the former employment of the men who were out of work?—They are very much assorted. I have taken some lists: grooms, labourers, fitters, blacksmiths, metal polishers, moulders, painters, wire drawers. That seemed to be practically covering all trades, but mostly of the labouring trade.

2385. Not one particular class?—Oh, no, sir.

2386. Then you attribute this larger number to general depression of trade?—Yes; on account of the numbers jumping up this year, and so many strangers passing through our wards, who had not been previously in casual wards.

2387. At the present time is there any improvement in that?—No, sir; our vagrancy is increasing.

2388. What is your opinion as to the percentage of men who come in to you as casuals who are men honestly in search of work?—Well, this year I think there might be 20 per cent; other years I do not think more than 10.

2389. And the others are regular habitual tramps?—Habitual tramps, particularly so in the summer. They go into the workhouse during the winter in different parts: we find they mostly start out again in the finer weather on the road.

2390. I suppose in your house you have no power of making any distinction between the honest tramp and the loafer?—No, sir; it is all on the cellular system, and as far as we can we relieve the man, who we think is not used to tramp wards, of any work and allow him to go first thing after he has had his breakfast. Beyond that we can make no distinction.

2391. You let him go earlier?—If a man will give us some idea that he is looking for work and will tell us of some work in the district that he has come for, and we think he is not a regular hand, then he is allowed to go without doing a task; but if he comes back again we do not take that same course with him; we treat him strictly as a casual.

2392. How do you distinguish the habitual tramp from the others?—Well, generally the habitual knows his way to go through to the bath when the water is ready. The old hand is pretty keen at that. The new hand seems to be lost in the place. The first time he comes to the place he does not know the rules and regulations; and his clothing is often a very good test.

2393. Are not the men's hands very often a good test?—Not often, because a labourer might have a very hard hand and stone breaking would not affect it. The man who is a mechanic might also suffer from the same disability; he might have a very hard hand, which would be no detriment to him as a tramp.

2394. But the man who is doing no work at all?—He generally has a soft hand, unless he is continually getting it cut up with fresh stone breaking. In several casual wards there is oakum picking and wood sawing. Then there are one or two wards where they give them stone breaking, and his hand would break up again.

2395. What is your idea as to the treatment of the habitual tramp; would you keep him in the casual ward?—No, sir. I think the habitual tramp wants taking off the road to get rid of him; he should be compelled to enter a colony or do something so that he would have to provide for his living.

2396. Possibly you are in favour of the experiment of a labour colony?—I think so, sir. I think it is the only remedy. They will not stay in the workhouse because you have no detention for them.

2397. If you have the men in a colony how would you make them work?—The same as we do with the lazy inmate; he must be made to do a certain kind of work, or otherwise he is punished.

2398. What form would that punishment take; how would you compel him to work?—We generally punish the men ourselves if they will not stick to the work, and then they are taken before the magistrate on the second or third occasion.

2399. What is your workhouse punishment?—If a man is able-bodied we at once certify him for our stone-yard, which has no connection with the workhouse; we really have no *bona fide* able-bodied men in the workhouse. But if he should be in any way damaged and still be able-bodied so far as work is concerned, we put him on corn grinding or stone breaking or wood task. If he is not able to do that, then we put him in what we call our "barrow gang," or "digging gang": digging in different parts of the land, and barrowing, with labour masters in charge, from one part of the estate to the other.

2400. What amount of ground have you?—We stand on 70 acres altogether.

2401. I do not think I have got what the number of your inmates is?—Our inmates average 1,800.

2402. And is your amount of land sufficient for what you want?—No, not altogether; but we are using our land a good deal as tips. We are able to excavate a good deal and bury our ashes and rubbish, and that entails a great deal of wheeling. We also have a farm, which is about two miles away, where eight of the men, in charge of a labour master, go to do farm work.

2403. You have a farm as well?—Yes, a farm, but no one lives there except the farm bailiff. Our men are taken up each morning and they come back at night.

2404. Now, do they do their work fairly well?—No, sir. We find the farm work more as a test for them. They object to being paraded through the streets to go to this farm day by day. Very often when they are sent to the farm they take their discharge. If they come back we may put them on the test work in the house for three or four days, but when we send them to the farm they take their discharge.

2405. Do you think their being sent to the farm has had a deterrent effect?—Oh, it has; they abscond with their clothing rather than have people watching them go backwards and forwards, and jeering at them, saying that they ought to be getting their own living; they will not face the navvies particularly.

2406. (*Sir William Chance.*) How far is the farm from the workhouse?—Two miles, sir. Of course, we dress them in the strict workhouse clothing.

2407. (*Chairman.*) Have you any views about admitting the habitual tramp into the workhouse itself?—We admit in sickness only, or in case of any suspected infectious disease.

2408. Now, with regard to infectious diseases, have you found a great number of tramps with infectious diseases at Sheffield?—No, not beyond eczema; that seems most prevalent.

2409. You have never had a smallpox case?—Five in fourteen years. One at Skipton; one at Fulham; and about three at Sheffield.

2410. Did you take the cases in good time?—Well, the tramps are examined nightly by a medical officer, immediately there is any sign of smallpox about in Yorkshire.

2411. Are you strict with regard to the bathing at Sheffield?—Yes, sir; no man goes into the ward without his bath, and we provide him with a clean night-shirt, separate towel, and fresh water.

2412. I take it that the bath is a very good means of detecting disease?—Yes. The attendant who is responsible for the bathing is warned very carefully if he observes the slightest rash not to let the man go forward, but to put him back to the ward room for the medical officer to see him, and his clothes with him.

2413. In that case the bath is a considerable help to detection?—Yes, it is a considerable help.

2414. You also enforce search?—A man is searched in the admittance office and taken forward to the bath-room, his clothes being put outside the bath-room; he is bathed, given a clean shirt and pair of slippers to walk on the flagged floor, and taken to the cells at the far end. If there is any sign of the clothes being wet through the man's tramping about, they are taken to the basement to be aired and dried for him for the morning; and if there is any sign of vermin, they are disinfected.

2415. A man has to strip, and give up his clothes, which is practically equivalent to a search?—Only that many

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of them stitch up in their clothing anything they wish to keep, so that it is necessary to search. I have found a 5s. piece in the crown of a man's cap, and although we prosecuted him for claiming relief under false pretences, the magistrate discharged him. He had purposely put his 5s. in the top of his cap.

2416. I think you have already said that if you get a man who you believe is *bona fide* in search of work, you discharge him?—Yes, we are very careful about that. We do not allow too many to get off. We may sometimes stop a *bona fide* working man because he is off-hand, and we very probably think he is just trying to get the privilege of getting away without doing his work.

2417. Have you considered the way-ticket system at all?—I have no experience whatever of the way-ticket. I have heard of it and read about it—I think in Wiltshire; I have no experience whatever of it.

2418. May I shortly put it to you; a man when he leaves the workhouse in the morning has a ticket handed to him, giving his name and his description, and that ticket entitles him to a meal of bread in the middle of the day, which he obtains by application to the police office, where he is passed on to the nearest baker or grocer. He gets his meal in the middle of the day. That, of course, is to obviate any idea of begging. On that ticket is endorsed his destination. Well, I think you will see that that provides for the honest man who is on his way, and that it is a means of detection for the dishonest man, because, if he does not go on his way, that ticket shows that he is not keeping to his engagement that he entered into when he took the ticket?—It does not allow him to depart from his route. He must go forward.

2419. He must go forward?—Very often they would say they had heard of some work off the road and had gone that way for it.

2420. If the way-ticket is to be of use to him he must stick to his route; on the other hand, it rather exposes his fraud if he obtains the ticket without meaning to go that route. Now, would you be of opinion that some system of that sort would be useful?—I think so. I think it is altogether irregular that a man should be able to take himself to any part of England he likes, without any restriction whatever. There is no check whatever upon where he has slept. We get the truth out of about 20 per cent of the men; they say they have slept at certain places, but that is not true. We have seen them in Sheffield ourselves; in going through the town I have seen the very men standing about the town. At nine o'clock they would come to the workhouse saying they were weary and tired travelling from Barnsley, quite in the opposite direction.

2421. The way-ticket for a man like that would be of importance if he were brought before the magistrates, as showing that his account was a false account?—Yes, the way-ticket is decidedly a check upon them.

2422. To make that efficient it should be universal?—I think so.

2423. You have already said you are in favour of the experiment of a labour colony?—Yes.

2424. You think it would be worth trying?—Yes.

2425. Having had experience of your farm, how would you suggest the farm colony should be conducted?—Well, there would have to be a lot of land more for tilling than we use. We use the plough a good deal on the farm. It was hoped when the farm was first taken that it would be possible to work it by spade labour from the workhouse, but that has not been carried out: it is more a milk farm: the farm colony would be for vegetables.

2426. More spade work?—A lot more spade work. And the necessary planting and gathering of crops, so that each man, whether able-bodied or nearly infirm, but still a tramp, would be able to take some part in it.

2427. How would you deal with a man on a labour colony, who refused to work or was idle?—He would be dealt with the same as an ordinary inmate of a workhouse—sent before the magistrates—and the magistrates, seeing that everything was being done for the man, would be more severe in their punishment.

2428. Quite so. Then the remedy would be that he would be taken before the magistrates and dealt with

by them?—Yes, unless you have a penal colony in your own hands; then they could be sent from one part of the colony to another, where they would be under stricter regulations altogether.

2429. You have not yourself seen any of these colonies, have you?—No, sir. I sent some men from Fulham to a colony about eight years ago; six of them, and only one stayed there; the other five came back again at very short periods.

2430. (Mr. Simpson.) Which colony was that?—The Lingfield colony. Mr. Brooks came to see me when he was starting that colony, and these men were picked out by me to go before the guardians to be sent there, to be reported on at three months, but at the end of three months there was only one man; the others had shifted.

2431. (Chairman.) You have had very considerable experience, I believe, of the class of man whom you describe as the "loafer"; now, will you tell us in what way you deal with that man?—Well, we watch him very carefully, sir, from the commencement of his applying for relief. We cannot get very much information, and then only from the relieving officers. They generally go into his antecedents and say he has been living in certain streets, and not able to get any regular employment; or, if he did, for not more than a month. We have generally got to check that to see if he had been working there, and what his wages were, and cross question him as to what had become of the wages. Then we start with a certificate; if he is able-bodied, we make it as hard for him as we can. He is put on corn grinding for a time; if we find he is settling down to that we take him off and set him to stone breaking; then when he is getting on at stone breaking we bring him back again to the corn grinding; keep at him until he begins to think he would be very much better out of the workhouse. Then if he comes back again to see if there is any more consideration to be shown to his laziness, we treat him the same way again; and very many of them, we find, go away.

2432. What is the proportion amongst the men you admit of those who are really willing to work?—Men who would do a day's work without being strictly kept to it?

2433. Yes?—Well, I should not like to say more than two out of a dozen.

2434. You would say as much as that?—I do not think I would be able to take out of a hundred I have seen two in twelve who, if put to a day's work, would keep at it.

2435. (Dr. Downes.) Are you speaking of the casuals or of the able-bodied inmates?—Of the able-bodied workhouse inmates.

2436. (Chairman.) I was speaking of the casuals?—I thought you were speaking of the loafer.

2437. No, a man who is admitted as a casual; what number of those men do you think are men who would be willing to undertake work?—Well, I do not think myself, sir, I could take more than one in twenty that would willingly take work and keep to it. If there was any little upset at all, he would be out of it.

2438. I think that is about the proportion that others have given. Now in regard to tasks, you have spoken of the outdoor work, the spade work, and so on, and also of the stone breaking, and I think you said corn grinding and wood sawing?—Yes.

2439. Have you had any experience of stone pounding?—Well, I had a short experience at Leeds, but we had no outlet for the stuff, and we stopped the work, and went on to the ordinary stone breaking.

2440. You had no sale for your crushed stone?—No, sir. We have a difficulty now even in getting rid of the broken stone—the granite, on account of so many pitchings being put down in Sheffield; they are not using so many macadam roads in the streets. It is much better in the small country unions where they are able to use it on the roads.

2441. We have heard this morning that at Cuckfield they pound stone and sell the crushed stuff for making concrete and the like?—We have not done that at Sheffield, but when I went to Leeds such an amount of it had

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accumulated that we dropped the work and went to ordinary stone breaking.

2442. One virtue of stone pounding is that the non-expert man is as good at it as the expert; whereas in stone breaking, as you know, the expert has a great advantage over the raw hand?—The same effect in the wheel of a corn mill; any man can turn the wheel of a corn mill, whether an expert or not.

2443. Quite so?—And nearly any man can cross-cut with the saw. It is all marked out for them, and they learn to keep to the cut of the saw in a few minutes.

2444. You keep men sawing?—Two men have to cut up ten sleepers into six-inch lengths; that is a good average day's work.

2445. What is that used for?—We send it up to the workhouse to be chopped up by the older men, and others bundle it, and it is used as firewood; but we put the casuals on to sawing wood only.

2446. What does a casual earn for you in the course of three hours' work a day?—He does not earn anything, sir, because we should get that work done with other men, and the firewood is sold practically at the same price as we gave for it.

2447. That you gave for the sleepers?—On account of many of these small firewood men, we cannot put up our price of firewood to make any profit whatever on it; in fact it is rather a loss.

2448. No doubt, you agree with others in saying that large works are very often the occasion of an influx of tramps?—That is so. At Skipton there were some reservoirs being built for the different villages. That was used regularly as an excuse for them coming to Skipton. The tramps used the tunnel that the different railways were making, as an excuse for coming to Leeds. That brought thousands passing through the tramp wards. Whether they had been there for such work or not I could not say; but they had heard of the work. And the laying of the trams was another reason; they said they heard that they were laying tramways in the district.

2449. Is your experience the same as that of others, that the navvies are generally accompanied by tramps, who live upon the navvies when they are at work?—That is so. You get perhaps about one genuine working man with a dozen others following him, who would not be able to do the work if it was given to them.

2450. Have you anything to say about the dietary in casual wards?—We give what we call the ordinary house dietary. We give them rice milk in the morning for their breakfast, and gruel at night for their supper, and bread and cheese for dinner; but we have not adopted the two-night system so much lately as the one-night system. We find that is more objectionable to the tramp.

2451. (*Mr. Davy.*) Do you get many men refusing to do work?—No, sir; we had thirty-two prosecutions last year.

2452. Out of how many tramps?—Out of 6,000.

2453. You mean 6,000 men, not nights' lodgings?—6,000 men.

2454. How many convictions did you get?—They were all convicted but one, who was discharged.

2455. And what were the sentences?—For refusing to pick oakum, there was a sentence of 14 days; for refusing to break stones, sentences were given as follows:—7 days, 16 days, 16 days, a month, 14 days, 11 days, and 7 days. Many of those sentences, of course, depend on the magistrates that may be sitting. With the local magistrates it would be a month; with the stipendiary it would be 7 days.

2456. That is interesting?—If we find the man is an absolute tramp and a scamp, if we can possibly keep him over Friday we do so, because we know on Saturday morning we shall have the local magistrates.

2457. Those are the borough justices?—Yes, sir; they are men who are large employers of labour of all sorts, and have very little sympathy with the tramp when they get hold of him.

2458. Do you prosecute in each case of refusal to work?—Not in every one. We may perhaps put a man to stone breaking, and he says he is not able to do it; his physical condition is such that he would be unable to get through the work. We send for the doctor to see this man to know

if he would be able to do this task, if he were to put his mind to it. Perhaps the doctor says he is not very strong; he is a little bit defective; and we drop that and keep the man for the day, and discharge him the next morning, warning him he will get the stone breaking if he returns.

2459. What sort of examination does the doctor put the man through; is it a careful examination?—Not always. Just asking him if he has any cough, or something of that kind.

2460. Does he strip him?—Not always.

2461. Does he ever strip him?—Yes, sometimes.

2462. You have a resident medical officer?—We have two resident medical officers.

2463. Have you ever had tramps who say they want to go to prison?—Yes, sir; latterly, during these last three years, there has been more disregard of the threat of prosecution on the part of some of them. Especially at the beginning of the winter, they seem as if they would rather like you to prosecute them. But if we can deal with them ourselves, we do so. If we can evade a prosecution by making him do his task, we do not push it too far, as some of our guardians are sympathetic and do not like too many prosecutions.

2464. You do not prosecute, because the tramps like to be prosecuted?—In some cases a man is kept to his task; we make him keep to it all day, but we do not prosecute him if we think he is working. They sometimes bring the prosecutions about themselves, seeing that we are not inclined to prosecute, by smashing the window or the doors.

2465. Then you do prosecute?—If they do some damage to the workhouse, we are bound to.

2466. You do not want to prosecute him; you try not to prosecute him, and then he breaks the window?—Yes.

2467. Then he gets seven days if he comes before the stipendiary?—Yes; if he tells the magistrate a particularly nice tale he may get four days.

2468. Have you ever had a case where a man has been discharged and given a shilling?—I have never heard of one. A man whom we prosecuted for refusing to do stone breaking asked the magistrate to look at his arm, and he showed his arm, which was somewhat wasted. He did not complain of anything before the doctor; he rather courted going before the magistrate. His one arm was somewhat wasted from the wrist. If we had known that, of course, we should not have put him to the stone breaking and insisted upon it.

2469. You do not detain two nights?—Yes, sir; we practically break it up in the year; we have been keeping them two nights for six months; then perhaps we are cleaning the wards, or on account of the smallpox being about, we have discharged them after the one night. But we always exact a task; even if they are only detained one night they are doing the 4 cwt. of stone or 1½ pounds of oakum, or a morning's work at wood sawing, and then they are discharged about 11 o'clock. Well, many of them reason in this way; they say, having worked up to nearly dinner time they ought to be allowed to remain and get their dinner. They know that their ordinary task would be finished about 2 o'clock in the afternoon, and they might lounge and laze about until the following morning, and in the meantime they would receive five meals instead of two.

2470. Is not discharging them before they have been kept two nights a violation of the regulations of the Local Government Board?—It is.

2471. You give them the ordinary house diet?—No, sir; we give them what we give for the house; rice milk in the morning, and gruel at night.

2472. And the mid-day meal?—And the mid-day meal is bread and cheese.

2473. Always?—After the second day, soup.

2474. Is that in accordance with the Board's regulations?—Yes, sir, I think so.

2475. What is the size of your farm?—Well, I believe altogether it is 150 acres, sir.

2476. So you have 70 acres of your own and 150 acres of the farm?—We stand on 70 acres; it is not all land to cultivate.

2477. You have a site of, say, 40 acres?—Land under cultivation 32 acres.

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2478. Then you have a farm of 150 acres : that makes 182 acres ?—Yes.
2479. Of your 1,800 inmates, how many are sick ?—We have 400 in hospital; 300 in the infirm wards, and 200 in the asylums; we have a large number of imbeciles there.
2480. That would be 900 ?—Then there would be 700 men and women; women under sixty and over sixty; women with children; men under sixty and over sixty; according to their classifications. The rest—200—would be able-bodied and partly able-bodied. They do not live in the workhouse proper; we have a test house in our own grounds for the able-bodied.
2481. Are they included in the 1,800 ?—Yes.
2482. Do they work on the farm ?—Well, six or eight of the men from the test house are taken to the farm.
2483. Not out of the workhouse proper ?—Yes, six or eight of these men go out of the workhouse together, in charge of a labour master, to the farm two miles away.
2484. Yes; but I think you said they went from the test house ?—The test house is the able-bodied house.
2485. Are the inhabitants of the test house included in the 1,800 ?—Yes.
2486. You have about 200 people in the workhouse and test house who would be suitable for outdoor labour ?—The test house is a misnomer. It is called the test house for 200 men, but out of that there are only 30 who can be put to test; it is a separate building.
2487. What I want to get at is, how many men have you who would be suitable for ordinary outdoor labour ?—There would be about 60 out of the 200.
2488. You say out of 200: I say out of the 1,800 ?—If you take men who are not able to do a hard day's work, but are able to do a small day's work, you might possibly get 100.
2489. About 100 chargeable to the Sheffield union ?—Yes.
2490. There are 150 acres on the farm ?—Yes, sir.
2491. Does not that constitute a farm colony ?—It is not regarded as a farm colony, and it would not unless they were able to have a lot more spade labour for the farm. They use a lot of paid labour and ploughs, while a farm colony would do the work by spade.
2492. Would it not be quite open to work it now by the spade ?—Oh, yes, if the guardians thought fit to do so.
2493. What is the objection to working it by the spade; is it that you lose money by it ?—We lose money now.
2494. If you make it a farm colony, you would lose more ?—Yes, I think so.
2495. When you say you would like a farm colony, do you mean you would like compulsory powers of detention ?—Yes, I would not send a man to a farm colony unless he were detained for a certain period.
2496. Would not one of the differences, between your workhouse and a farm colony, be the power of detention ?—Yes, I am looking to this Committee to recommend that there should be that power.
2497. At such a workhouse as yours with the 180 acres of land to work upon ?—We should have to accommodate them at the workhouse and send them to the farm, because there are certain restrictions on the farm. We could not put up any buildings there to accommodate the men.
2498. What is the difference between the farm colony and a rural workhouse ?—Well, I do not know that I can describe the difference. I have not seen a farm colony, only I take it we do not grow anything like the quantity of vegetables we should do, if we had average land at the farm colony to work. We send out the men as far as we can on tasks; they do not take the land over from us.
2499. Are you suggesting that vegetables would grow better on a farm colony than on a workhouse farm ?—They would grow better on our workhouse farm because we are so near the town. We work our land at the workhouse by the labour we have got. In the summer we have forty of these men; we put down a certain part in wheat, which does not entail labour after the sowing until the reaping of it. A certain amount goes down in turnips

and cabbage and other vegetables for the house, but there is only about twelve acres under spade culture. We have a certain number of old men belonging to the house that are on the workhouse land daily.

2500. Would it not be the case that, just at that time when you want most labour on the farm, you would have least labour in the workhouse to give ?—If you were sure that men would be sent there for twelve months there would not be that difficulty.

2501. That is one of the reasons for compulsory detention ?—I think so; besides that being irksome to the tramp himself, on the farm colony he would be kept during the best part of the year. Although a man in the winter likes to be sure of his bed and food, he rather resents being kept there in the summer when the weather is fine and he thinks he ought to be on the road a free and easy man.

2502. You have told us only about 5 per cent. of the tramps would be willing to take work ?—I think so, sir.

2503. Have you formed any judgment as to what percentage of tramps would be fit subjects for a farm colony ?—Well, if they could be made to work, I should think you would get a good 20 per cent. of them that would work seeing that it was unavoidable; they must work or be punished for not working.

2504. (*Mr. Simpson.*) You quite contemplate in the case of a labour colony the cost, or at all events a considerable part of the cost, being borne by the union ?—Well, I could not say anything on that; I do not know who would have the farm colony under their control, or what rate it should come out of; whether it would be out of the county or out of the union.

2505. Suppose now there was power to pay a certain amount, do you think that, seeing some of your paupers would be sent to another part of the country for the year, the union would be ready to pay ?—I could not answer for what the guardians would do, only I know that some time ago they were willing to send some men to Lingfield or Starnthwaite in Cumberland, but we found very few would go there unless compelled. They do not care to go to work for nothing; they would rather take their discharge and come back when this is over.

2506. Do you know how much they would have to pay for them to go to Lingfield ?—On a scale of 8s. the first month; 6s. the second; and 4s. for the third month. I am only going by memory; I do not exactly know the terms.

2507. What do you suppose is the average age of the people received in the casual ward; are there many over sixty ?—Well, some of the old hands are over sixty. I do not suppose there is more than ten per cent. over sixty. Of course, they look older than they are. A man of fifty would look sixty.

2508. And have you noticed of late years a decrease in the number of women and children received into the casual ward ?—There has been a slight decrease of the women. As compared with 1895, our women are 187 against 225; but there is more a decrease amongst the children.

2509. To what do you attribute that decrease amongst the children ?—Well, I think the school board officers are taking more of these cases up. When we see a women with children at the tramp wards, we send to the Society for the Prevention of Cruelty to Children to see these children, and they are rather afraid of coming back to us again for fear they are dealt with.

2510. When the Society prosecutes in the case of people in the tramp wards, what happens to the children; have you heard of them being sent to an industrial school, for instance ?—Well, we have none of our own; we generally advise them, if they do not go to the workhouse, that we will send them to prison the next time; they get an order to go to our workhouse, and their settlements having been ascertained, they are afterwards sent to their own parish. What has become of them after that I cannot say.

2511. That is to say, the action of the Society results in their becoming settled paupers rather than going on the road and trusting to the casual wards ?—That is so.

2512. (*Sir William Chance.*) Has pauperism generally increased or decreased in Sheffield of late years ?—There has been a decided increase the last two years.

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2513. The Sheffield guardians are pretty strict I think with their able-bodied paupers; do they set them to work?—They have very strict rules for able-bodied; an able-bodied man is not allowed to remain in the workhouse. If he is certified for task he is sent to a stone yard. The stone breaking is done for the corporation.

2514. Your vagrancy has increased?—This last year; it went down two years ago and it has gradually risen this last year, and it has gone up to 2,100 this last six months, that is beyond what it was before.

2515. Has there been a falling off in the number of children?—They have gone up again. They were 187 at Michaelmas 1904, and they have increased to 251.

2516. Are there many soldiers, do you think, amongst these vagrants?—In 1902 we took a list of men who had been in the army showing how many years they had been there. I then told the tramp master to ask each man if he had ever been in the army, and how long, and when he had been discharged, and if he had been in receipt of any pension. I have not gone through the numbers, but these sheets I have here take a number of men who said they had been in the army, and in nine cases only we got from them that they had a pension. One who had been in 7 years got 8d. a day; one 9 years 9d.; one 12 years 1s. 3d.; one 3 years 1s.; one 2 years 1s. per day for one year; one 21 years 1s. 1d.; and one who had been in 22 years 9d.; one 10 years 1s. a day for a year; one 8 years 6d. per day. There would be about 200 men altogether.

2517. What period would that return cover?—12 months; from January 1st to 31st December, 1902.

2518. There were 200 you say; how would that compare with the total number of vagrants passing through during the year?—The total number was 6,111 that year.

2519. You have only taken the return for that one year?—Yes. I just took it then because I had a suspicion that there were many men on the road who were reservists or had been in the Militia. I wanted to get some idea how many there would be.

2520. Still it was not a very large proportion, 200 out of 6,000?—No, sir, it was not. I do not know whether it would be of benefit to the Committee if I gave the information I obtained from the tramps themselves as to how long they had been tramping and what had started them on the road.

2521. (Chairman.) If you please. You gathered this from the men themselves?—Yes, sir. First of all, I would see these men, and pick out one here and there. One young fellow, 18 years of age, said he had been a gardener and he had never been in a tramp ward until one week previously when he was at Worksop, our neighbouring union. He left his own district of Wisbeach a few days previously, and he had been getting 18s. a week. He seemed in doubt what to do. He said his father was only getting 12s. a week. We put him on stone breaking that morning and tried to frighten him out of the tramp ward. He seemed to break down a good deal under that, and he went down to Sheffield and enlisted. His brother was in one of the regiments in Sheffield at the time and I rather thought he had attracted him to Sheffield. Another one had been out of work three weeks; he had been twice through our casual ward, and he had been earning from 25s. to 27s. a week. He acknowledged he had been working at Leeds for three months and he had only been out of work for three weeks. He had paid 12s. for his board, and the rest had gone in drink. He had made no provision for the future; he thought that as he was able to earn more, he did not see why he should not spend it. That occurred in several of these cases. The men thought they had got their work easily and could get work on other big jobs and they got dissatisfied. They earned 28s. to 30s. a week for a few weeks and then shifted off again.

2522. Did you gather they did not mean to work again if they could help it?—Well, one man who had worked on the Blackwall tunnel said he had earned as much as 16s. or 17s. a shift; he had been out of work a fortnight; he had been up to Newcastle tramping about, and he said if he had any money he would spend it freely; he tramped about the country free and got work when he wanted to. There are all sorts of particulars given. Some of them had been on the road for twenty-five years. They have probably worked a little every now and again at different

villages, but they have never stopped. There was another man who belonged to London; he had been in Yorkshire for years as a labourer, and it was the first time he had ever entered a tramp ward, and so far as he thought it would be his last. He did not like it. Another one who had been on the road twenty-five years rather liked it. In the winter when it was cold he went into the casual wards, and in the summer months he was on the road.

2523. (Sir William Chance.) You said, just now, it would be better to compel tramps to enter the workhouse; what do you mean by that—to separate them from those *bona fide* in search of work?—I have no sympathy with the old tramps; I think they ought to be kept out of the ward, because they have seasoned themselves to it; there is scarcely anything to prevent them going, and they must live on other means besides the tramp wards, because no tramp could live on the tramp diet alone.

2524. What would you do with them if they entered a workhouse?—Well, we should expect if a man came into Sheffield to send him back to where he came from; other unions would send our cases back. We should then get them settled down; not roaming about the country with no knowledge where they come from.

2525. You would allow these professional vagrants to enter the workhouse?—We get them now. The man gets into a certain town, goes to the relieving officer and says he is destitute; he is bound to deal with that; we get a good many of such cases.

2526. (Chairman.) Then you shift them back and settle them if you can?—If we get hold of their settlement we send them back. In some cases if the weather breaks up in two or three weeks they go out.

2527. (Sir William Chance.) Do you have any co-operation with the police in any kind of way; do the police visit the casual wards?—Some time ago we had a sergeant of police in charge of our casual wards from the city police force. He was responsible for the admittance of the tramps, the bathing and the carrying out of the rules; but for some reason our tramps rather went up instead of down.

2528. We had evidence this morning that there is a tendency for the number of vagrants to decrease, if the police every now and then visit the casual wards. When the vagrants get to hear of it they do not care to go to those casual wards?—The police of the district do come to the casual wards very frequently to see if there is anybody there they are looking for.

2529. Then they do visit?—Not as a set rule, but they come in occasionally on their beat. We ask them to walk through the casual wards in case there is anybody there that they are looking for from Barnsley and other places, but we did not find that a police sergeant himself was very much of a deterrent to our tramps when he was in charge of the ward.

2530. He was actually in the police force at the time?—He was paid by the police force and his salary was refunded by the guardians to the city police. We also had a police constable then on night duty walking the grounds, and another police constable just previously to my going to Sheffield was in charge of the test house; but the numbers did not go down.

2531. The police had no terror for the vagrants?—A constable or a poor law official cannot touch them unless they break some regulation of the workhouse, and the constable is thus no terror to them.

2532. There would be a certain terror in the police paying visits to casual wards; if a vagrant there had done anything his conscience would betray him?—With fear that he had done something which they knew of.

2533. The number of children in casual wards has decreased?—It has decreased and increased again. It has increased this year; it decreased last year, and it decreased the year before, but we never yet had any year when we have been below 200.

2534. Have you considered the question of taking away the children from the tramps?—I should not like to advocate our guardians doing it. They take enough as it is from their parishioners; they adopt so many, from the undesirable parents among their own parishioners.

2535. You do not agree with the system of adoption, then?—I do not think so, because with the scattered homes at Sheffield there would be many children who do

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not belong to Sheffield to be educated and brought up at the expense of the Sheffield ratepayers.

2536. (*Dr. Downes.*) I understand the dietary at your casual wards is bread, rice milk and porridge. Does that mean porridge in addition to rice milk?—No, sir; that means porridge is given at night with bread; it is really more porridge than gruel; the same as we make for the house; and the rice milk is given in the morning with bread; that is the able-bodied diet of the house.

2537. The rice milk being the same as described in the workhouse dietary Order?—Yes.

2538. The mid-day meal is bread and cheese. If you detain them, do I understand they have bread and soup?—If we detain a man for four days, we generally give him soup on the second day.

2539. That would be the house soup?—Yes.

2540. (*Sir William Chance.*) Do you think that the decrease in the number of women and children in the casual wards arises at all from the fact that the tramp may send his wife and children into the common lodging-house while he goes into the casual ward?—I do not know, sir; I rather think the old tramp would bring his wife and children to the wards knowing he would get out earlier the next morning; it is not usual to keep the families in many casual wards. In very few tramp wards do they keep the father, mother and the children; so if he took his family in with him he would be more likely to get out first thing in the morning.

2541. (*Mr. Simpson.*) Do you often keep the tramps for the four nights?—Yes, sir; if we get a man back again in the month we never allow him to go under the full time.

2542. (*Captain Eardley-Wilmot.*) I see from a return that you have only detained one for four nights; is that in the year?—Yes, sir; that would be in one year.

2543. Then have you only had one man come back again in the same month?—Only one man in the same month during that year.

2544. (*Mr. Simpson.*) Do you ever keep them three nights?—No. We adopt the two-night principle mostly.

2545. (*Captain Eardley-Wilmot.*) You say you had thirty-two prosecutions last year, and only one case—a man with a withered arm—got off?—Yes.

2546. I take it the medical examination is rather superficial?—I think it is more a verbal examination than a physical examination. The doctors seem to desire to err on the side of sympathy; they do not want to go to the court.

2547. And those thirty-two—were many of them stripped, do you think?—Oh, yes.

2548. How many, could you say?—I know of two from personal knowledge; I happened to be in the tramp ward at the time.

2549. You know of two from personal knowledge; there may have been more?—There may have been more.

2550. Probably in the one case, if the man had not brought it to the knowledge of the magistrate that he had a withered arm, it would not have been known?—The examination is not strict enough.

2551. Presumably, he was not one of those who were stripped?—No, he was not. There happened to be a case when Mr. Bagenal, the Inspector, came to our workhouse. A man had been put to stone breaking and complained of physical disability; when he started with the stone breaking he kicked against it and said he would not do any more, that he was not able to do anything. I sent for the doctor to look at him; he seemed quite strong enough to do the stones, but I had him stripped for Mr. Bagenal: his body was very much wasted. I had him examined by the doctor, and he thought he was scarcely a case which could be put to a hard task, and he was allowed to go the following morning.

2552. (*Captain Showers.*) Do you not think that if the police met the vagrants coming out in the morning or going in in the evening, it would be a deterrent?—I think so. I myself think that many of the casuals who are going out of the tramp ward do not like to be under any observation whatever, and I think the police observation would certainly restrict them somewhat; they would want to know what the policeman was looking at them for.

2553. Would you object to the policeman walking through the casual ward now and again just to see who was there?—I should not object at all. I would rather encourage it; if the police would do it, I would put every opportunity in the way of their doing so.

2554. It would naturally impress upon the minds of the tramps who were there that somebody was being looked for?—Yes, that is so. But we keep that more for the able-bodied and for the new admissions. If there is any burglary, or any difficulty in Sheffield in finding a man, the police often turn up and find him at our place; we have many of them come into the workhouse regularly.

2555. Therefore, it would be a sort of deterrent for the tramps?—That is so; the habitual tramp does not like the police, but the working man tramp does not mind.

2556. (*Sir William Chance.*) Do you retain your casuals over Sunday?—No, we nearly always turn them out on Sunday morning and fumigate the wards; nearly all our casual wards are under sulphur the whole of Sunday.

2557. If the tramp comes in on Saturday night?—We turn him out on Sunday morning. If we were to keep them over Sunday it would mean our refusing many tramps on Sunday night.

2558. (*Chairman.*) What time does the man leave the house in the morning, ordinarily speaking?—It depends on when he has done his task. First of all, the superintendent goes through the men to see if they are able to do any work. If a man is really unable to do anything he is discharged at eight o'clock in the morning.

2559. After breakfast?—Yes; the superintendent reports that he has had last night, say, thirty-nine casuals and he has discharged two; one on account of having a very bad arm; another being physically unfit for task; the rest had been put to work at stone breaking, wood sawing, oakum picking. We do very little oakum picking and wood sawing. If they get a task of stone breaking, one who is used to it would probably finish it by half-past nine to ten o'clock; another man might not finish his till half-past eleven; but he would be discharged by himself on the completion of that task. Immediately he had completed what was put there for him, the attendant would allow him to wash his hands and face, and discharge him.

2560. He would be discharged at half-past eleven?—Yes.

2561. He goes out without any food?—That is so.

2562. There is no arrangement by which he can get any meal?—No.

2563. Unless he steals or begs?—That is one of the hardships of the tramp. They must live on something else; they could not live on bread and gruel and bread and water. It is on what they beg that they live.

2564. What is your suggestion to overcome that?—My suggestion is that the tramp should have a certain meal given to him to take with him, so that it would be known that he was not turned out without food.

2565. Or that he should have a way-ticket to pass him on his way, stating his destination and giving him a mid-day meal. Do you think that would do?—That would meet the case. And the workhouse could provide that meal cheaper, because it comes out of contract price. The workhouse could provide a meal of bread, meat, and cheese cheaper than any baker or district shop.

2566. (*Mr. Simpson.*) Would there not be the fear that, if he took the food with him, he would throw it away if he could get something better?—I have no doubt that he would be so if he could get something better.

2567. On the other hand, if it were known that he had food supplied to him when he left, people would not be so likely to give him food?—The great thing is to educate the people up to the idea that a man has no right to beg; the law provides him with his food. It is the public that do the mischief.

2568. (*Mr. Davy.*) Do you think that the tramps work out any regular route, or do they go all over the country?—I cannot say.

2569. Do you see the same men again and again?—No, we do not. We do not see many of our men again.

They probably start in [the season at Scarborough, picking up coppers; then they come down through Leeds, Wakefield, Bradford, Barnsley, Buxton, Wharfedale, Sheffield. Then from Sheffield they can work three or four ways—Lincolnshire, Nottingham or Lancashire. They start from perhaps Lincoln and cross over to Worksop, from Worksop to Doncaster, and touch all the fringe of the counties. They go in zig-zags.

2570. Do you think a North-country tramp usually keeps to the north?—I do not think so. A man came to me at Skipton fourteen years ago as a tramp. I gave him work in the garden and he was very thankful. I got some people to take him as a garden hand; he stayed a month and then the spirit came upon him that he must tramp. He left the work that had been found for him, and after he had been away four months he returned again. He had been potato picking and so on; he had another turn of work at Skipton. Three years afterwards I saw him at Leeds, practically in the same district, but within four years after that he was in London. He was in the Fulham tramp ward. I did not know him personally, but as I was passing through he spoke to me by name.

2571. You are one of those who think tramps go all over the country?—Yes.

2572. Do you know the opinion of workhouse masters on that point?—They think the tramps go about all over England.

2573. Why do you not carry out the regulations of the Local Government Board at Sheffield as to two nights' detention?—Well, we have broken through the rule on account of the smallpox. I do not care to keep them mixing through the day; there is also the cleaning of our wards. When the numbers have gone up, our cells would have to be increased considerably. If the guardians would be prepared to double the cells, we could keep them two nights.

2574. Keeping two nights is a great nuisance to the officers, is it not?—I do not allow them to think so; in fact, we keep them now two nights.

2575. But as a matter of fact it is?—I know the officer in charge of the tramp ward would prefer the one night system, but he has no choice in the matter; he receives instructions from myself, from which he does not depart.

2576. It is always easier to let a man go than force him to work?—Well, we have an exceptionally good man for that; I do not think he lets anyone slide, but I think he is anxious not to get his ward into a rough condition for want of cleaning. Why I was speaking of the difficulty of the two nights' system is this: our average is thirty-six per night; well, it would mean that if we keep them two nights, when it came to Saturday we should have ninety men for sixty cells at the very least. When they were detained for the two nights our tramps were higher than they were for the one-night detention. I am speaking now of 1895, 1898, and 1899, when the tramps were higher than they were in 1902 and 1903; for part of those two years the one-night detention was in force.

2577. (*Sir William Chance.*) You would not mind detaining for two nights if every union did the same?—Well, we do not pay much regard to other unions; there are so many loopholes for the superintendents of the casual wards to allow a man to go without work, and also allow him to go on the first day of his detention. If a superintendent likes to be somewhat slack in the management of his wards, he could find many *bona fide* working men that he would let go because they were seeking work; he would not need to detain them even up to dinner-time.

2578. (*Captain Showers.*) Do you have a female to receive the women tramps?—Yes, the wife of the male tramp-master.

2579. Is it a man who meets them at the gate and takes all the different particulars about them?—No, sir. The husband of the tramp-mistress admits them and hands them over to his wife. If they come at 9 o'clock at night, the paid night porter would admit them, and immediately call the tramp-mistress to the women and children and leave them with her to attend to.

2580. Can the task-master go into the female wards at any time?—No, sir, his key is entirely separate; he has no key that will admit him through to the female tramp ward. There are two yards between the male and the female tramp wards, and the female tramp ward is behind the female receiving ward, and an inmate of the workhouse sleeps in a little room attached to that, in case the bell is rung in the ward.

EIGHTH DAY.

Wednesday, 18th January, 1905.

PRESENT:

The Right Hon. J. L. WHARTON, M.P. (*in the Chair.*)

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary.*)

Mr. RICHARD JAMES CURTIS, called; and Examined.

2581. (*Chairman.*) You are, I believe, clerk to the guardians of the King's Norton union?—Yes.

2582. And previously were you not clerk to the Norwich guardians?—Yes.

2583. How long have you been at King's Norton?—Well, with the exception of one year at Norwich, all my official life.

2584. You were only one year at Norwich?—Yes.

2585. The King's Norton union comprises about one-sixth of the city of Birmingham, does it not?—Yes.

2586. And the borough of Smethwick and the King's Norton urban district?—Yes, Smethwick has a population of about 60,000 and King's Norton urban district of about 70,000. Then there is one-sixth of the city of Birmingham, making up about 200,000.

2587. What is the rateable value?—About £1,030,000 *Mr. Richard J. Curtis.*

2588. In 1878, I believe, the King's Norton guardians erected new casual wards?—Yes. *18 Jan. 1905.*

2589. At their workhouse at Selly Oak?—Yes, within the workhouse precincts. They were on the separate cell system for men; for women, just an association ward.

2590. For how many of each sex did they provide?—Twenty-four men, and I should think about half-a-dozen women.

2591. I see it stated that you have accommodation for three women with children, and for seven women without children?—Those are the new wards erected in 1899: those erected in 1878 provided for twenty-four men and an association ward for probably half-a-dozen women.

Mr. Richard J. Curtis. 2592. Those erected in 1899 were in addition to the others?—The old wards were found to be totally insufficient, so some new wards were erected outside the workhouse precincts, but within 300 yards of the workhouse gate, providing for twenty-four men, all on the separate cell system, for three women with children, and for seven women without children.

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2593. Are those sufficient now for you?—No, sir; for the past eighteen months we have had to use the old ones in addition to the new ones so far as the accommodation for men is concerned.

2594. Has there been any considerable increase in the numbers of men in the last eighteen months?—Yes. During the year 1902 there were 6,284 men. Last year, from the 1st of January to the 31st of December, the number was 11,751.

2595. What was the average per night?—I have not taken that out; but the average per night since the 1st of January this year has been 70; indeed, we have had to refuse admissions.

2596. What accommodation have you altogether, for men?—Well, we have twenty-four separate cells at the old wards, twenty-four separate cells at the new wards, and we have room for eight in the association wards at the new casual wards.

2597. Then did you have enough room when you utilised the old wards?—No, sir. For instance, on the 10th of this month we refused twelve.

2598. Perhaps you can give figures for the neighbouring unions in connection with the question of the increase of casuals?—So far as the three unions within the city are concerned?

2599. Yes?—For the parish of Birmingham, the number of men admitted during 1903 was 15,538; in 1904, 16,437. The parish of Birmingham has a population of 230,000 out of the half million in the city of Birmingham, and we have something like 80,000 and Aston union has the remainder of the city. Aston had 12,597 men in 1903, and 15,715 in 1904. The King's Norton figures, which I have already given, are 6,284 in 1903, and 11,751 in 1904. The total for 1903 was 34,419 and for 1904, 43,903, representing the city of Birmingham and the immediate surroundings.

2600. Is that a considerable increase over previous years?—The total number for the three unions in 1900 was only 28,692.

2601. Were there any special circumstances to which you can attribute that increase?—Well, with regard to my own union we endeavoured to ascertain the cause of the large increase. There was a small special committee appointed, and we visited the casual wards three or four nights a week and questioned these men. So far as our union was concerned we attributed the increase to three reasons; first of all the situation and the surroundings of the King's Norton wards. By situation, I mean we are either on or near what we might term tramp tracks. Secondly, to a slightly improved dietary which had recently been brought into use, that is to say the guardians substituted gruel for water; and thirdly, to some local causes, one of which brought us a large influx on Sundays. It was a free tea given by the Kilburn Sisterhood. That is to say they hired a public school in Birmingham, and admitted all who cared to go; and we found from questioning the tramps that this fact was known throughout the Midlands, and on Sundays they made their way to Birmingham where they were sure of a nice warm place to sit in and a very good tea. Ours was the nearest casual ward to this particular school, with the result that we on Sundays were invariably quite overcrowded.

2602. You found the lodging?—Yes. I may say in passing that after I discovered this fact I communicated with the education committee, and they at once saw the undesirability of having tramps in a public school on Sunday where the children had to come on Monday, and immediately discontinued the tenancy of the premises, much to the annoyance of the sisterhood, who promptly informed me that they should arrange for some other building.

2603. Did they do so?—I believe they have, but not on our side of the city. So for the moment that cause has passed away.

2604. Has that led to a decrease for the moment?—Well, things have gone back to their normal state I should say for the last two years on Sundays. This applies to Sundays only. Then we found during that investigation in 1904 that about 40 per cent. of the men said that they were visitors for the first time. We endeavoured to ascertain the character of these people, or the trades which they pursued, and the replies, generally speaking, showed about 50 per cent. who described themselves as labourers, that is to say they had no trade; 25 per cent. as artisans and mechanics, but they had had no connection with any trade society or union; and the remainder were of various classes. Then, with regard to army men, we went into that question last year and again this year. I may say that last year I addressed a communication, for the information of our small committee, to all the unions, not only the two that were immediately adjoining us, but all the unions in the immediate vicinity of Birmingham, representing probably a dozen. And one of the questions I asked was in connection with army men. Aston union reported that no such men had passed through their wards. In the case of our own union 13 per cent. claimed to have been either in the army, or in the militia, or probably were in the militia then, but not up for training. I recently got the superintendent of our casual wards to submit questions to all the men coming there with a view to endeavouring to get at a classification of them. Shall I give you those figures now, sir?

2605. If you please?—The investigation ran over three weeks ending the 6th January last. This, of course, refers only to the King's Norton wards. There were 774 men, 46 women, and 12 children, making a total of 832. Their ages were as follows: there were 25 under twenty years, and of these 12 were under sixteen; 317 were more than twenty years of age, but under forty; 363 were more than forty, but under sixty, and 127 more than sixty years of age; 46 of these men claimed to have been members of friendly societies, but all of them were out of benefit.

2606. Did they say why?—Oh, various causes; they could not keep up the payments owing to loss of work, etc.

2607. From the failure of the society?—No, I am speaking now of friendly societies proper.

2608. I mean it was not owing to the friendly society breaking down, but to their own failure to pay?—Yes. I have the list; the Oddfellows, the Druids and the recognised friendly societies. 71 of them stated that they had been members of some trade union. I found that 141 of the men stated that they had properly learned a trade. They represented forty-seven different trades. It is a curious fact in passing that of the 141 men only 71 had ever been in a trade union. Thus, of those who had learned a trade, one half had joined a trade union, and one third had joined a friendly society. Then, pursuing the investigation as to army men, 142 men stated they had been in the army, and of this number 17 had served less than five years, 33 five years or more, but less than eight, 63 eight years or more, but less than twelve, and 29 had served for twelve years or more. In nearly every case they had enlisted under the age of twenty and had not learned a trade. I do not think a single one of the army men answered that they had learned a trade. One man whom I happened to see myself was thirty-six years of age. He enlisted when he was seventeen he said, he had been in the army for seventeen years, and he went straight on the road when he left the army.

2609. Were they physically good men?—This man was quite physically capable.

2610. But taking the men who said they had left the army?—No, I should say the average were not; at all events, those that I saw myself. Well then, we put a further question to them, how long they had been on the road, or leading the life of a vagrant. 15 of them acknowledged to five years or more, 34 to more than a year, but under five years, and all the rest said less than a year. In fact, half of the total number said they had been on the road less than three months. I found it very difficult to believe that myself.

2611. Did any of them profess to have been attempting to get work?—Oh, yes, they were all looking for work.

2612. They were?—Invariably they were looking for it. Still, if only half the number spoke the truth, it shows a very alarming state of affairs as regards looking for work. I interviewed one man who said he was a brickmaker. He had walked from Worcester and he was going to Coventry. If you know the direction it is almost due north and south. Instead of going to Stourbridge where there are plenty of brickworks, he chose to come through to King's Norton. On his way he must have passed four small brickworks within a mile of the main road that he had traversed. He had not made an inquiry at a single one of them, so that it was the old story as regards that man looking for work.

2613. Well then, as far as you could judge, looking for work was more of a pretence than an actual fact?—In the majority of cases, yes.

2614. Of course, you did not go accurately into the history of all of them, but that was the opinion you formed?—I did not go into the history of all of them. I would express my opinion in this way; if work offered itself—without much trouble in finding—the job would be taken, and the man might be saved. My view is that after they have had a slight association with the habitual tramp they seem to like the life.

2615. (*Sir William Chance*.) Work might be taken, but would it be kept?—It would be taken for a time, but then they would resume their old life.

2616. (*Mr. Simpson*.) Do you ever tell these vagrants where they can find work, or where they may look for it?—We have not been able to do so during the last year. Within a year or two ago at the time of the Welsh water supply scheme for Birmingham there was a great deal of casual labour knocking about, and our master obtained employment for a number of men; in fact, a good many of the men who visited us were on their way to something of the kind.

2617. (*Chairman*.) But have you any regular system of information as to work, or is it only from time to time that you receive information?—Our workhouse master keeps in touch with the employers of labour, not in particular to obtain employment for the casuals, but rather for able-bodied men who may apply for relief to the relief committees. And we have instances, but they are not very many, where work has been obtained for these men casually.

2618. Yes, but, I mean, does a man know if he goes to your workhouse that he can inquire of an official and probably obtain information?—No, sir.

2619. There is no regular system of that sort?—There is no regular system. I will put it this way: if the man satisfies the vagrant superintendent that he is a genuine man in search of work, he would at once tell the workhouse master that he has got a genuine case, and he would do his best to get him employment.

2620. I think you have something to say as to the introduction of smallpox by tramps?—Yes. I have ascertained this information from our medical officers of health. In the first place with regard to the city itself, smallpox was introduced during 1903 into the workhouse on six occasions, in each instance amongst vagrants. Except on the first occasion, no secondary cases occurred. This was in great part due to the strict medical supervision carried out by the authorities.

2621. Was the smallpox detected at the time of the bath or before; I suppose smallpox ought always to be detected if the man has his bath?—Oh, yes. In one instance, I remember, the moment the man walked into the entrance hall the superintendent himself spotted it. Our superintendent is a man who has been fifteen years at this work.

2622. I mean it is hardly possible for a man to have his bath without it being detected?—Quite so. In the first case it was a tramp who had been traced from North-allerton three weeks previously through fifteen different workhouses and half-a-dozen lodging-houses. The city medical officer tells me that he was in an acutely infectious condition for at least four days before reaching Birmingham.

2623. Did any other cases result?—That was the one case where some secondary cases occurred. Well, then, in addition to smallpox from casuals admitted to casual wards other cases occurred among casuals in the common

lodging-houses. In all, three cases occurred in the common lodging-houses, though not all were vagrants. The total number of habitual vagrants who had smallpox was 13 in the casual wards and in the common lodging-houses out of 251 for the city. *Mr. Richard J. Curtis.* 18 Jan. 1905.

2624. The common lodging-house cases, I take it, would be far more dangerous, because there is not the same provision for the cleansing of the sleeping place and so on that you have in the casual wards?—Quite so. Then, in King's Norton urban district once in 1902 and once last year smallpox was introduced by tramps who entered the casual wards and were immediately discovered.

2625. And it went no further?—There were no further results. We had a case of itch a few months ago, discovered at once, that had walked from tramp wards fourteen miles away and had been discharged that morning. The medical officer told us the man had been suffering for at least a week. We communicated with the other board of guardians and had some correspondence with no very satisfactory result. They stated that they had warned their officer, but it was quite obvious that the man could not have been bathed and examined.

2626. The bath is, I suppose, an absolute preventive to such cases going on?—I should say so.

2627. The man must be discovered if he goes through the proper course?—I should say so. I think in many instances the bathing is left to a pauper. The vagrant is told to go and have a bath, and it is simply left to a pauper to see that he gets into the water. I am glad to say that it is not so in our case.

2628. As a rule, I suppose, the ordinary casual will shirk his bath if he can?—Yes. Our city medical officer of health expresses his opinion in this way, that vagrants are the most fruitful source of spreading smallpox and other infectious diseases, including verminous and skin diseases.

2629. Upon that it is obvious that the bath is a necessity, if you are to stop the spread of disease?—Yes.

2630. Have you anything to say with regard to the treatment in casual wards as compared with that in prisons?—Well, we do not hear much of this in the Birmingham district; of course one hears it occasionally. I have not had an opportunity of examining the cells at Birmingham prison, but I rather think as regards the size of cell we are much upon the same lines, and our diet at the King's Norton casual wards is pretty much the same as the diet of a short sentence prisoner. The task at the parish of Birmingham is, generally speaking, unloading coal, and that, I believe, the vagrants prefer to the task which they get at the prison, though the Birmingham diet is bread and water; still the man would rather have the bread and water and unload coal than go into prison and perform the task there. In the case of each of the three Birmingham unions, the cells afford good accommodation for the men; and they are well lighted, well heated, and so forth.

2631. As I understand you, a man would prefer to spend four days in one of your vagrant cells than go to prison for four days?—I think so.

2632. That is your opinion?—In our King's Norton wards I have never heard a man say, "I would rather go to prison than be here," but one has occasionally heard it at the parish of Birmingham cells.

2633. That you think is owing to the condition of the cells?—I think so. The cells are well lighted, they are warm, and, generally speaking, I think that where the accommodation provided is in most respects the same as prison you do not hear of this complaint. When I was at Norwich one frequently heard it; in fact, prosecutions were constantly taking place of these men for refusing to perform their task, and I went into the matter. The Norwich cells were dark, with very little light, and very narrow; a man had scarcely room to turn round in them.

2634. You are now speaking of the workhouse cells?—Yes.

2635. (*Sir William Chance*.) How long ago was that?—I went there in the middle of 1902 and left in the middle of 1903. There the diet was bread and water. Well, the first thing the guardians did was to substitute gruel. We visited the prison cells by permission, of course, of the Commissioners, and we found that they were much larger; I think the cubic air space was about double;

Mr. Richard J. Curtis. they were better lighted in every way and of course they were nice and warm. The task was also lighter, 8 cwt., I think, if my memory serves me correctly, as against 12 cwt. of stone.

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2636. What about the sleeping accommodation in the two?—In a few of the workhouse cells at Norwich they had hammocks, in others it was a plank bed with very little covering. There again the bed covering was better in prison than in the vagrant cells.

2637. I suppose that becomes quickly known among the vagrant class?—Yes.

2638. Have you anything more to say on that point?—The prison cells in Norwich for short time prisoners were, length 13 feet, width 7 feet, and height 9 feet. The casual wards were, length 9 feet—a difference of 4 feet, width 4 feet 7 inches, height 10 feet. The prison cells I found were lighted by a window 3 feet 6 inches in length and 2 feet high; the vagrants' cells had very little light.

2639. And the food, you say, very much the same?—By the substitution of gruel the food became much the same.

2640. (*Chairman.*) Now you have something to say, I believe, about the lack of uniformity in casual wards?—Yes, sir. I may put it in this way. In my judgment the present measures have totally failed to achieve their object. The reasons for such failure are numerous, but probably the chief are, first, the absence of uniform practice throughout the country, and my experience leads me to the conclusion that in a number of unions the administration of the Casual Poor Acts and regulations is practically a dead letter. That is to say, men are admitted at night and are given a night's lodging, the bath is not insisted upon, and they are allowed to go the next morning.

2641. Search?—That I should say in many instances is omitted. We have a man in our workhouse who goes away for the summer. He has been removed to us from eighteen different unions within my knowledge, and I am only a young man, and occasionally he takes it into his head to walk back to us. He has been removed from all parts of England at different times; it is a common thing for him to say when he comes before the revision committee, "I have passed through ten workhouses and never had a bath." The man knows the regulations quite well.

2642. (*Sir William Chance.*) Do you get the information as to what they do in other workhouses from the vagrants themselves or from conversation with officials in other unions?—From both. Besides conversations I have had with vagrants in cases where we have had skin diseases introduced, we have pursued it through the officials of the unions through which they have passed, and information has been gathered by our medical officer of health in investigating smallpox cases.

2643. (*Chairman.*) Do you think that search is omitted in a great number of cases?—Well, I cannot speak definitely as to that.

2644. You would only hear from accounts that were given you?—I only hear. I conclude from what one gathers from these men, that they are simply given a night's lodging and allowed to go the next morning.

2645. And what about the task?—Without task in many instances.

2646. Task not imposed?—I should say not in many cases.

2647. Bath and search both omitted?—Yes, sir.

2648. You think that is the case in a considerable number of places?—In a number of these small unions. I have also found this, that there is no proper officer allocated to the work. The average workhouse porter in a country union is first of all workhouse porter, then he is labour master, which duty involves him going round the gardens, and so on; it is obviously impossible for the average workhouse porter to attend to the tramps as well, so the duty is delegated to some inmate who does it as he pleases.

2649. I suppose this arises from a natural desire of the guardians to save money in the matter of wages?—Yes, I should think so; although, on the other hand, in the case of my union, we have dealt with the matter in a

liberal spirit, we have got an experienced superintendent at the casual wards whom we have had for years, and still we get a great increase. We enforce the task to the full, the vagrants are bathed, are searched, every regulation is carried out in the strictest form, and still we are getting a very large increase.

2650. Is not that owing a good deal to the fact that you are on one of the main routes of tramps; is it not a fact that a tramp naturally makes for a great city like Birmingham?—Yes.

2651. Would not that probably be the cause why you get so many?—It accounts for a good deal of the increase, no doubt, but it rather leads one up to the thought that the cost of this should be distributed over the country. However, we will come to that presently. Well, the second reason I assign is the indiscriminate charity. Beggars with a plausible tale find it easy to live without work, aided as they are by indiscriminate charity in the day, and a night's lodging at the ratepayers' expense.

2652. (*Mr. Simpson.*) Should you say that most of that charity came from well-to-do people or from the poorer classes?—From the poorer classes, I think, mostly.

2653. Cottagers whom it is very hard to reach?—Yes.

2654. (*Chairman.*) With a view to preventing begging, would you suggest that the man should have some food with him when he leaves the workhouse in the morning, or that he should be able to obtain it, by means of a ticket, in the middle of the day?—Well, a system of that sort has been in operation in Worcestershire. Part of my union is in Worcestershire, but the workhouse master prior to the present one, who was there for some years, told me that he only had knowledge of one ticket being used in the course of five years.

2655. Would you be in favour of every man who leaves the workhouse on his way to a place, having a ticket given him specifying that he had left A and was going to B?—Yes.

2656. And that as near as possible halfway between A and B he should be empowered to obtain a loaf of bread?—I agree with that proposal.

2657. I suppose if that could be done generally?—Quite so. Oh, yes, I think the man should be provided with some food in the middle of the day in order that he should have no reason for begging.

2658. If he carried a ticket showing what his route was, the honest man would get the benefit of it; at the same time, it would be of very material assistance to defeat the dishonest man?—Quite so; he would have no reason, so to speak, for begging and the public would know that the man had got a mid-day meal provided for him.

2659. And they would be protected?—Yes.

2660. Then I may take it from you that, after considerable experience, you are in favour, if it could be worked generally, of having some system of way-ticket of that sort?—Yes.

2661. It is in existence in Gloucestershire and Wiltshire, as you no doubt know?—Yes, I know Colonel Curtis-Hayward's society. And Worcestershire attempted it some years ago.

2662. (*Sir William Chance.*) Can you say at all what was the reason for their abandoning it in Worcestershire?—Well, I have always understood that they found the men did not use the tickets.

2663. It was not that all the unions did not co-operate?—I have never heard that suggestion.

2664. (*Mr. Simpson.*) Was it much in the hands of the police, do you know?—Well, I have not very much information about it; I know the calling place near to us was a police station.

2665. (*Chairman.*) I suppose you would think it well that the police should at any rate co-operate, if they did not work the system?—I think so. I think co-operation on the part of the police is necessary.

2666. (*Sir William Chance.*) How many years ago did they drop the system in Worcestershire?—I have not heard anything about it for the last five years, I should think.

2667. Probably it was not really tried in the same way as in Gloucestershire?—I do not think it was tried with such vigour as in Gloucestershire.

2663. (*Chairman.*) Then, have you any further points ?—Yes. The next is that the existing wards are not far enough apart to impose a real day's tramp on the habitual vagrant. Within a radius of eighteen miles from the centre of Birmingham, we have got no less than ten casual wards, and there are very few of them ten miles apart, so that it is quite possible for a man to, I call it, revolve round Birmingham. They may start from Birmingham and come to King's Norton, That is three miles away, they are just over the border in another union. The next place they could call at would be Bromsgrove, nine miles away, and so on.

2669. Now the way-ticket would defeat that ?—Absolutely, sir. With regard to the habitual vagrant, I would fix his next calling place for him.

2670. Yes ?—Another reason, I think, is the mistaken sympathy which is extended by the police and occasionally by magistrates to vagrants found begging. One frequently reads in the newspapers that they are discharged, if they promise to go somewhere else.

2671. There again the way-ticket would be of material assistance to the police, would it not, in detecting the habitual beggar ?—I think it would. I think if the average policeman knew that the man had had a mid-day meal provided for him, he would probably do his duty with greater courage than if he thought the man had had no food and was begging for some.

2672. (*Captain Showers.*) If he would not use the ticket, he would be in the same position ?—The policeman would have the knowledge that the man had had food, provided for him, that he was begging for the sake of begging, and that he was a real impostor.

2673. Therefore, the magistrate, I take it, would give him a harder sentence, and would not have so much sympathy with him ?—I think so.

2674. (*Mr. Simpson.*) Do you, as a matter of fact, recognise the same men coming back pretty frequently to your casual wards ?—Well, the tramps themselves state that they go the round, but they take care not to come within the prescribed limit very often.

2675. Because then they would be kept the four nights ?—Yes.

2676. And you do not often have occasion to keep them four nights ?—Not very often ; if we get the opportunity it is done.

2677. (*Chairman.*) I think you have suggested a classification of vagrants ?—Yes, I have endeavoured to classify them into four main classes. The first is the loafing vagabond, in whom there is no desire to work and no inclination for a change of life and habit. The second, those who have been respectable and hard working, but who (and often through no fault of their own) have, from a variety of causes, taken to the road, and by enforced association with the habitual tramp got to like the life and become work-shy. During my investigations and chats with these men I found a number coming under that class. The third is those who are willing to work, if they could find employment. These are frequently described as the genuine tramp. The fourth, those who, from lack of physical or mental ability, have become incapable of doing work remunerative to an employer. This latter class, I am convinced, forms a much larger percentage of the whole than is generally thought.

2678. What would you say about the percentage ?—I should put it from 20 to 25 per cent.

2679. That is the man who from age or infirmity is incapable of doing work ?—Yes, or mental deficiency.

2680. (*Captain Showers.*) Would that class be affected by the low feeding of the workhouse ?—Well, that has a tendency that way. Of course, it is difficult to know how far back that would extend, still one has seen a great many of them who are of feeble mind, of very little intellect, and practically of no physical ability.

2681. This low diet would take greater effect upon them, would it not ?—Oh, undoubtedly.

2682. (*Dr. Downes.*) At what percentage would you estimate the number of those who are willing to work ?—I think I gave you that. That of course would vary greatly with the different periods of trade depression. Just at present there would be a good percentage of the men willing to work, if work could be found them.

2683. (*Chairman.*) When men are on their way to a new job of work, I suppose you would find more than the usual percentage ?—Yes. I think at those times that class of man should be aided in his effort to get to his objective. We had a great number of men passing to and fro from Wales. But those men are most unthrifty ; they will not save when they are earning, and when they have to move to a new job their only method of locomotion seems to be their legs.

2684. As a matter of fact they never save, do they ?—I do not think they do. I think the vagrancy laws press rather hard upon those men ; they should be assisted to get to their objective as soon as possible.

2685. What is done now to assist them ?—We should let them go the very next morning.

2686. That is all ; there is no question of the provision of a ticket or anything of that sort ?—No, no ticket at all. Possibly at the next ward, the man would be kept for a day and two nights.

2687. You cannot give them anything in the way of food to start them off ?—No.

2688. They have their breakfast with you always ?—Oh, yes, they have their breakfast.

2689. You have now some suggestions, I think, to make ?—I have come to the conclusion, sir, that classification is needed for dealing with these men—that is of the nature that has been found so useful in dealing with the ordinary pauper. First of all, I suggest that we should distinguish between the *bona fide* man in search of work and the habitual, that a vagrant claiming to be a *bona fide* working man should be required to obtain and carry a certificate setting forth his description, starting place, destination, and the route he proposes to take, such a certificate to be issued I should say by any recognised trade society, or by the police at the place where the searcher for work resided for a period of, say, six months prior to his setting forth on tramp. The holder of such a certificate would be entitled on applying at any of the existing casual wards to supper, a night's lodging, and breakfast, and be allowed to go early on the morning following admission.

2690. (*Captain Showers.*) You would still have the bath, I take it ?—Oh, yes.

2691. (*Chairman.*) Please go on ?—The diet supplied to the holder of the certificate should at least be sufficient to keep up his health and strength in anticipation of his finding work. The certificate should be stamped at each place of call. Of course, regulations would be needed to deal with cases of loss of certificate, departure from route specified, and so on.

2692. Then your certificate would practically be a way-ticket ?—Well, the way-ticket would give him that, but I propose that he should be supplied with sufficient food to keep up his health and strength in anticipation of his getting work.

2693. But you would have no objection to include the mid-day meal ?—None whatever. I think, as I said before, the *bona fide* working man in search of work should be aided to get work, and, if he has got an objective, he should get there as quickly as possible, and in a good state of health. Then, in order to find out the habituels that we hear so much about, sir, it seems to me that some attempt should be made to mark the man as it were, and my suggestion is that, to start with, all suspected habituels should be placed under licence. These licences should be issued by the guardians and the police in co-operation, and should contain a full description of the habitual with identification marks, etc. Instead of being allowed to call where he likes, a calling place should be allotted to him at a reasonable day's march. He should be required to perform a task and be detained two nights, the licence being endorsed at each stopping place. Loss of the licence, or applying at a ward other than the wards specified, should be an offence punishable at the option of the justices by a short term of imprisonment or a long term of detention in a labour colony. On and after a date to be fixed, say one year from the new law coming into operation, all those tramps not possessing a certificate should be deemed habitual vagrants, and should be liable by decision of justices to detention in a labour colony for at least one year. The punishment of these men should in the first instance be of a reformatory

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2694. Yes, or teach them, I suppose, any fairly easy trade?—Yes, teach them some fairly easy trade. Second offenders should be committed either to a long term of imprisonment, or detention in a labour colony with a different form of punishment. The labour colonies should be under Government control, just as prisons are. I think that is necessary, because not a great many labour colonies, I believe, would ultimately be found to be necessary.

2695. Have you yourself had any experience of labour colonies; I mean, have you visited any of them?—No, sir, I have not.

2696. You have not been to Hadleigh?—No, sir.

2697. What have you to suggest as to vagrant children?—I think if the provisions of the Vagrants' Children Protection Bill of last session had passed into law much useful work could be done to serve the children. Even under the present law, if the cost of maintaining the children did not fall upon the local rates, many boards of guardians would readily adopt children under the Act of 1899. I can safely say that my Board would adopt them at once.

2698. (*Sir William Chance.*) That Bill makes the cost a county charge?—Yes, up to 6s. a week.

2699. (*Chairman.*) You suggest, I think, that the cost of dealing with habitual vagrants and their children should be wholly borne by the State?—Yes.

2700. In the same way as the cost of prisoners is?—Quite so; and I think the cost of dealing with the genuine working man could be left as a local charge.

2701. Should you treat the habitual vagrant as if he were a criminal?—Yes, having ascertained who the habitual is by this probationary period, I think the cost of dealing with him should be borne by the State.

2702. There is one other matter: what are the tasks at King's Norton?—Well, the one-nighter has to break 4 cwt. of stone; it is not very hard stone, I may say.

2703. How long, as a rule, does that take an average man to break?—Well, speaking of a test-yard which we have opened now for outdoor able-bodied men, we first of all fixed the task at 8 cwt. and the Inspector, Mr. Henry Stevens, and myself paid a surprise visit there one day and we found them all gone at 12 o'clock. They began at 8.30 in the morning. We then increased the task to 12 cwt.; they still got away about 2 o'clock. Yesterday at a committee we were proposing to make it 16 cwt.; but we are speaking of these things without knowing the capacity of the men. At Smethwick they are mostly strikers, I think. One cannot draw a general conclusion. It depends on the strength of the man, and what he has been used to before. The habitual vagrant will break 4 cwt. of stone in an hour or so.

2704. Some men will break double the amount of stone that others can?—Yes.

2705. I mean equally powerful men to look at?—Yes, I do not think you can draw a general line.

2706. Have you had your attention called to the system of crushing stone which they have in the Cuckfield workhouse; instead of breaking stone with the hammer they crush it with a thing like a pestle and mortar?—No, I have not heard of that.

2707. The advantage of that system being that there is no skill required and that every man with an ordinary muscle could break the same amount as another?—Yes.

2708. Do you have wood cutting?—Yes; the men who are not thought to be capable of breaking stone, or whom one wishes to deal a little lightly with are put to wood sawing or picking the ground.

2709. Have you the wood splitting as well?—Yes.

2710. I suppose the splitting is the lightest task?—I think so.

2711. Have you any suggestion to make with regard to alteration of the tasks?—No. I think they are sufficiently wide, sir. I think oakum picking, of course, should be discontinued; in most places it might well be left to an official calendar.

2712. (*Mr. Davy.*) You have told us that you carry out all the regulations of the Local Government Board; do you detain two nights?—Yes, sir.

2713. Do you detain two nights in every case?—Well, we comply with the rule that, if the man can satisfy the master that he is a genuine working man, he should be allowed to go.

2714. The master has a discretion?—Yes.

2715. Can you tell us in what number of cases he exercises that power?—No, I cannot give you the number.

2716. Is there a considerable number of such cases where he exercises his discretion?—I think not.

2717. Does he detain the women two nights?—Yes; I have not heard of his allowing them to go otherwise.

2718. Do the neighbouring unions carry out the regulations of the Local Government Board as to detention?—Yes, all the three city unions, Aston, Birmingham and King's Norton.

2719. Do you know if the neighbouring country unions do?—They do not, sir.

2720. (*Sir William Chance.*) Wolverhampton, for instance?—I think Wolverhampton do now; they built new casual wards early last year. I understood Mr. Davy to speak of the neighbouring country unions, such as Droitwich, Kidderminster and those places.

2721. (*Mr. Davy.*) As I take it all your tasks are skilled labour?—They are stone breaking, land digging, and wood sawing.

2722. Is your wood sawing piecework or time work?—Time work: the men have to work so many hours at land digging.

2723. The only piecework you have is stone breaking?—No. The wood sawing task is two men to saw four railway sleepers if detained one night only, or nine railway sleepers if detained two nights.

2724. The strongest man will do the work easiest, will he not?—Yes.

2725. And the skilled man at stone breaking, would do that task easiest?—Yes, he would.

2726. Do you think that is fair?—Well, it is difficult to suggest anything else in its place.

2727. Have you any corn grinding at Birmingham?—No; I think it would be a good thing for places like Birmingham, assuming the present system has to be kept, if we only had one casual ward there. It would have been practicable supposing the three boards had combined and erected casual wards for the city. It would then have been practicable at no greater outlay to have provided these other tasks.

2728. You were aware that considerations of cost make it difficult for some country unions to carry out the regulations?—Exactly.

2729. Apparently also in your case considerations of cost make it difficult to take the best system possibly?—We think we have gone far enough, sir; we spent £6,000 on the new wards four years ago.

2730. You carry out all the regulations and yet your increase of tramps is very great?—Yes, very great indeed.

2731. Do you think that increase is quite abnormal?—I think it was abnormal last year; at the same time our figures show that there has been a steady and continual rise for the last five years. The figures which I quoted at the opening are undoubtedly abnormal, I think.

2732. Is that the reason that you say that the present system has failed in its object?—I draw my conclusions from the experience of the last five years, not from the present and last year.

2733. What would you say was the object of the present system?—To repress vagrancy; keep the men off the road.

2734. Might it also be to relieve the vagrant?—Oh, I think to a certain extent, but not to encourage him in habits of idleness or loafing.

2735. Would you rather put it in this way; that the present system has failed to repress vagrancy?—Yes, that is what I mean.

2736. As regards the occupations of these men, most of your information is derived from the tramps themselves.

"I think?—I have had a number of interviews with these men.

2737. When a man tells you that he has been at this or that trade, or that he has been in the army, you have to depend on what he says?—After questioning the man.

2738. Have any of these men got discharge papers?—No, sir; I asked them that question. Of course, a great deal of their answers must be taken with a grain of salt.

2739. You would not say that a tramp was exactly *prima facie* a trustworthy witness?—No, I do not think so.

2740. To go to another point, can you tell us what the average sentence at Norwich was for refusing to work in the vagrant ward?—Seven days.

2741. Any more?—I do not think there was one more than seven days whilst I was there.

2742. What is it at Birmingham?—It is about seven days, I think, now. Take my own cases, there were four seven days and the rest were fourteen days. The prosecutions I had last year were ten altogether.

2743. Is there any marked difference in the sentence given by the stipendiary and the sentence given by the other magistrates?—Yes, the stipendiary is very much firmer with them. One can put it in this way, a conviction is practically assured if the stipendiary takes the case. With all due respect to any justices of the peace who are here, he does not allow these men to plead their usual tale. The question with him is, have they performed their task or not.

2744. But when it comes to sentencing, the sentences are pretty equal?—I think so.

2745. (*Chairman.*) What is the proportion of seven and fourteen days' sentences?—Well, I had 10 cases and 4 of them were seven days.

2746. Only 10 in the year?—In my union. The Birmingham parish had 84 during the year.

2747. (*Mr. Simpson.*) Do you hear of sentences of less than seven days?—Yes, five days one has heard of.

2748. Not very often?—Not very often; seven days, I think, is the average.

2749. (*Mr. Davy.*) You said you had 11,000 men pass through your wards during 1904?—Yes.

2750. That is not nights' lodgings?—No; individual men.

2751. Making, if the regulations were carried out in each case, 22,000 nights' lodgings?—Yes.

2752. Out of this 11,000 you only had ten prosecutions for refusing to work?—That is all.

2753. That is extraordinarily low, is it not?—I think it frequently depends on the way the men are handled by the officials. At Birmingham, they have the task of unloading coal and stone breaking; the officials there have told me that the majority of men prefer to unload the coal. If a man has been once at unloading coal, the next time he is ordered to break stone he frequently refuses.

2754. (*Captain Eardley-Wilmot.*) You cannot set a definite task of unloading coal, can you?—So many hours.

2755. (*Mr. Davy.*) And that he looks upon as his right?—The next time that he comes he wants to unload coal, and that is the way they account for the difference between their prosecutions and ours. It does not account for the principle, but we never take a case unless the medical officer certifies that the man is capable of performing the task. At all events that accounts for why we do not lose any of our prosecutions. One takes the medical certificate or the medical officer himself to the court.

2756. Is it your opinion that the tramps are an underfed class?—Yes, I think they are.

2757. Do they look underfed?—The habitual vagrant looks underfed. I have seen during these last three weeks a number of men in the wards, who by no means look underfed.

2758. Does the habitual vagrant live upon what he gets at the workhouse?—Oh, no.

2759. Is it not within your knowledge that he brings broken food into the workhouse?—Yes.

2760. Which has to be taken away from him?—He does not live upon what he gets from the workhouse by any means; at the same time, he does not get sufficient sustaining food, I think. *Mr. Richard J. Curtis.*
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2761. (*Mr. Simpson.*) I suppose you do not know how many of the men who come to the casual ward have been in gaol?—No.

2762. Do you hear of many complaints in the country round of the nuisance the tramps are from the criminal point of view?—We have frequent complaints of the nuisance they are by begging, hanging about, sitting on the seats and so forth. The model village at Bournville on the Cadbury Estate adjoins the casual ward. It is quite a common thing to see these men occupying the seats placed in the highway, with the result that we get complaints.

2763. Do the police visit the casual wards?—Not regularly.

2764. Would they do so in order to pick up some one they wanted?—Oh, yes.

2765. Do you happen to have heard that they have picked up some one they wanted in the casual ward?—No, I do not remember a case. Our casual wards are a few doors away from the police station. We did endeavour three years ago to get the consent of the chief constable of the county for the police to be appointed assistant relieving officers so that all men would apply to the police for admission. The chief constable of Worcestershire refused permission.

2766. Is that the present chief constable?—No, his predecessor.

2767. You have not tried the present chief constable?—No. They have had that method at Birmingham parish for two years.

2768. The city police are assistant relieving officers there?—I believe that was discontinued two months ago.

2769. Do you know why?—Well; it was not found to offer any advantage; I think that was the reason.

2770. The case of a city would be quite different from the case of country districts from that point of view, would it not?—Oh, yes.

2771. Do you not think there would be more likely to be advantage in the system in the country than in the town?—There would be more advantage, but still it would be an advantage I think in the town if admission to the casual ward were obtained through the police.

2772. You think the present system does a great deal of harm in encouraging vagrancy?—I do, in this way: a man goes on the road without any idea of staying, but he finds it so easy to live by begging, that he stops there.

2773. Suppose there was a way-ticket or certificate system such as you have described, which would provide that every *bona fide* working man could get a mid-day meal, would you make the indiscriminate giving of alms an offence. Apparently it was a criminal offence in the reign of Richard II., but do you think it would be justifiable to make it a criminal offence now?—I would not like to give my assent to that proposition.

2774. (*Mr. Davy.*) You said the giving of the mid-day meal would take away from the tramp the excuse for begging?—Yes.

2775. Is that quite the object; is it not rather that it would take away from the indiscriminate almsgiver the excuse for giving?—It would do both. First of all, the man could not assign the reason that he had had no food since his breakfast, and secondly no person could plead, "Well, I gave the man twopence because he had not had any food." It would be known then to everyone.

2776. (*Captain Eardley-Wilmot.*) That starts on the assumption that every man who begs has been in the workhouse the previous night?—Oh, yes, we are speaking of the casuals, of course.

2777. (*Mr. Davy.*) As regards the number of vagrants, is it not clear that they do not all resort to the casual wards?—I think they mostly do at some time or other during their career. When they get away from the large towns it is difficult for them to go elsewhere I should say.

2778. There is no common lodging-house?—No.

2779. Have you many common lodging-houses in your union?—In my own union only one, but in the parish

Mr. Richard J. Curtis. of Birmingham there is a large number; within the city there is a large number.

18 Jan. 1905. 2780. To which I suppose much the same class resort as come to your casual wards?—Yes, undoubtedly in Birmingham.

2781. Do you know how much they pay?—They can get accommodation at as low as twopence a night. There is a Rowton House about to be opened there. There was a company formed two years ago and they will be accommodated there at 4d. per night, but I do not think that will be for the habitual vagrant class; they will not resort there.

2782. Why not?—I think the accommodation will be taken up by men who spend most of the year in Birmingham itself.

2783. (*Mr. Simpson.*) Do you think the opening of a new common lodging-house does anything to increase the number of vagrants resorting to the locality?—I do not see why it should do.

2784. (*Sir William Chance.*) Has there been any increase in general pauperism in your union in the last year corresponding with the increase of vagrancy?—No, our rate of general pauperism has decreased.

2785. Would you tell me what the rate of your pauperism is to your population at the present moment, or take the 1st of January last?—I do not carry the figures in my mind, except to be able to say that the last returns showed a slight decrease.

2786. It is considerably lower than the ratio of pauperism in the whole of the country; it is under 26 to the 1,000?—Oh, yes, very much lower.

2787. How has it been in Birmingham?—Birmingham remains much about the same as it has done for the last four or five years.

2788. And Aston?—Aston shows a slight decrease like ourselves.

2789. All those three unions are considered and may properly be described as well-administered unions?—Yes.

2790. That is to say, that they carry out the wishes of the Central Authority at Whitehall?—Yes.

2791. And they are what may be called progressive boards?—Progressive boards, yes; we all three claim to be quite progressive.

2792. In the sense that you carry out the regulations of the Local Government Board?—Yes, certainly.

2793. These figures are very curious; you have a great increase in King's Norton between 1903 and 1904, and a very small increase in the parish of Birmingham; and in Aston nothing like so large as your increase?—Yes.

2794. No doubt you put that increase down to the giving of extra gruel in the morning?—Well, we say partly to that.

2795. Is there any other cause that you can think of which invites vagrants to King's Norton?—No, we have practically failed to find any other reason.

2796. You do not know any other reason at all why they should come to you?—No, our hours of admission are the same, the tasks are practically the same, with the exception of this coal business at Birmingham. We have failed to find any real reason for it.

2797. You have no increase among the women and children anything like corresponding to the increase in the number of men?—No, we have not; that is a curious feature.

2798. Does that show that a considerable number of unmarried men without families have been thrown on the road recently?—That is one of the conclusions which I draw.

2799. Do you think that a man, travelling with his wife and children on the road, might sometimes go into the casual ward and let his wife and children go to the common lodging-house for the night?—I have not heard of that being done.

2800. Has the dietary of the women been altered at all?—No. They had gruel before.

2801. So that there is nothing extra in the diet to invite women to the casual ward?—No, nothing extra,

2802. Nor for the children?—No.

2803. Now as to bathing, do you give each of the vagrants fresh water and bathe them separately?—Yes.

2804. You comply with the regulations in that way?—Yes, in every respect.

2805. As to the certificate, you suggested that it might be obtained from the men's trade society as well as from the police?—Yes.

2806. Do you think that is necessary?—Well, my reason for it is this, that some of the trade societies provide the men themselves with means of getting about. Unless it should be said that the distinction is unnecessarily made, I think I would give a recognised trade society, such as the Boiler Makers' Society, permission to issue this certificate. You may have it, if you like, countersigned by the police, but I think on the whole it would be advisable to give, what I term a recognised trade society permission to issue such a certificate.

2807. You are talking of a man who belongs to a particular society?—Yes.

2808. But, surely, it is not their practice to send a man on the road; would they not send him by rail?—I think in general that is so, but it seems to me there may be instances where the trade society does not do so.

2809. Do you not think it would be rather a dangerous thing?—Members of some of the trade societies walk undoubtedly, and what they have to do if they are walking from Stafford to Birmingham is to call at a particular place in Birmingham and get their card marked.

2810. Do you think the trade society would object to their man going to the police to get his certificate when starting on his journey?—Some of them would undoubtedly object.

2811. But do you see any reason why you should make a distinction between a man belonging to a trade society, and any other man. Do you not think they should all come to the police and get their certificate?—I do not see any harm in a trade society being allowed to give this man a certificate.

2812. You see no harm?—At the same time I do not think that much use would be made of it. I think the trade societies would follow their present practice and enable the man to get to his objective without recourse to the casual wards.

2813. Do the police visit the casual wards at all at King's Norton?—Yes, they go through every now and again.

2814. How often would they do that?—The inspector would call about once a week.

2815. Would he go all through the casual wards?—He would call at the time of admission and see the men who were congregated there in the waiting hall.

2816. He would only see those who were admitted at the particular time at which he called?—I think so.

2817. Do you make any use of the Society for the Prevention of Cruelty to Children with regard to the children of tramps; that is to say, when families are leaving, do you notify to the Society to look out for them?—We have done so, but the instances have not been numerous.

2818. You have made use of the Society?—We have made use of this Society in that way.

2819. Have you ever made use of the Industrial Schools Act, 1866, for dealing with these children?—No, we have not.

2820. Have you heard of it being used for these children?—No, I have never heard of any such use being made of it.

2821. You are, I believe, in favour of the Bill introduced last year for dealing with these children?—I think that some useful work could be done if the Bill became law.

2822. (*Dr. Downes.*) I believe the improvement in your dietary rather followed than preceded the increase in the number of your casuals?—Yes, we found that.

2823. So that you do not attribute any very great importance to that improvement?—In face of the increase the board continued the diet as altered.

2824. With regard to your stone breaking, what kind of stone is it that you use?—It is called Rowley Rag.

2825. It is a rag stone ?—Yes.

2826. Are the men regularly examined by the doctor for labour, or only in the case of prosecutions ?—Well, I do not call his walking into the wards an examination. We have a resident doctor who goes into the casual ward most days, and he is connected by telephone with the superintendent, but he does not make an examination of each vagrant; but he does in all cases where they refuse to perform their task.

2827. And is that examination a complete one ?—Yes.

2828. And I think I understood in those cases you had always been successful in your prosecutions ?—Yes.

2829. Now is there any systematic inspection by your medical officer with regard to smallpox in times of prevalence of that disease ?—Yes. I think the fact that we have had no secondary cases except in one case in either of the three wards, shows that our method is effective.

2830. What steps do you take when smallpox occurs in your casual wards ?—The man would be immediately isolated and got away to the smallpox hospital as quickly as possible. Then all the usual steps for disinfection would be taken.

2831. Have you ever closed the wards ?—In our own particular interest, we have a double set; we did on the occasion of the outbreak last year.

2832. You closed your wards to disinfect them ?—Yes.

2833. That, of course, is a dislocation of the tramp relief system ?—As a matter of fact we closed up for a couple of days, I think, and used the old wards.

2834. Do you communicate with the places from which the tramp has come ?—Well, during the last eighteen months that has been done by the medical officers of health, and they trace the cases. In that case of itch which I spoke of, I communicated myself with the clerk of the other board.

2835. Do you get many sick tramps ?—I should think the average admission to the infirmary from the tramp wards would run to about one a week. Some weeks we get two. At yesterday's meeting we had two admissions to the infirmary reported.

2836. You have a separate infirmary, I think ?—Yes.

2837. And there they would be treated as ordinary inmates ?—Oh, quite.

2838. With regard to your Norwich experience, could you give me the date of your visit to Norwich prison ?—The 16th April, 1903.

2839. And I think you said the bedding in the Norwich prison was superior to the bedding in the Norwich casual ward ?—Yes.

2840. Could you give us the details of what the bedding was in the casual ward ?—I can give it you for the prison. I have not a note as to what it was in the casual ward, but my recollection is that it was better in the prison. In the prison it was a fibre bed, two blankets, a pillow, two sheets, and a rug.

2841. And what was your bedding at King's Norton in your casual wards ?—I am afraid I have not the details.

2842. (*Sir William Chance.*) Is it as good as at Norwich prison ?—I should say so, yes; most of ours are hammocks.

2843. (*Dr. Downes.*) Have you any free shelters in your neighbourhood that might account for the increase of casuals ?—There are two, I think, in the centre of the city of Birmingham, but I do not think that they would account for the increase of casuals; they are very small.

2844. You said that a certificate might be given by a recognised trade society; I did not quite know what you implied by "recognised" ?—There is a number of trade societies which are recognised; they are registered as trade societies.

2845. (*Sir William Chance.*) Trade unions ?—They might be registered under the Friendly Societies Act.

2846. (*Dr. Downes.*) Yes; I only wanted to know what the definition is ?—I think I would limit it to registered trade society.

2847. Now there are some men who do not want to belong to trade unions, and yet who might object to go

to the police for a certificate ?—This need not be a trade union; a trade society could be different to a trade union, I think.

2848. Would a free labour association be a trade society if registered ?—Yes.

2849. And that would come within your definition ?—Yes.

2850. Can you give a suggestion as to how a greater uniformity in the management of the casual wards might be obtained ?—I think the first step would be to remove the charge from being a local one, to have a great deal more inspection of the work of the guardians in this matter. I think if the State paid the cost, they would see that the work was done properly in all unions, as it undoubtedly is in a great many now, but there is a large number of unions where it is not; that, I think, most people will admit.

2851. And you think it is the incidence of the local charge which prevents a good many of the boards complying with the regulations ?—I think so.

2852. (*Captain Eardley-Wilmot.*) You said you had ten prosecutions only ?—In that year.

2853. And you attributed getting convictions to the careful examination by the doctor ?—Yes, I think so.

2854. Are there many men you would charge with refusing to work examined by the doctor and found unfit ?—Yes, we have some.

2855. The doctor examines them ?—The doctor examines them, and if he exempts them we give them something else to do.

2856. How many of those cases would you have ?—I should think quite as many as we prosecuted, another ten, quite.

2857. (*Captain Showers.*) I think you considered the co-operation of the police at the workhouse was a good thing as regards the tramps ?—Yes.

2858. You also approve of the police acting as relieving officers ?—Yes, I think that would be found advantageous, if they were assistant relieving officers for the purpose of giving orders of admission.

2859. Do you think it desirable to have notices put up by the police on the route where tramps are usually found to warn them that they will be prosecuted for begging ?—Yes, it might have some good effect, but I do not think the average tramp cares much for any printed notice. He goes on his way regardless of printed notices and regulations.

2860. As regards the gruel, do you make the gruel overnight for the next day, or do you make it fresh in the morning ?—I am afraid I cannot answer that.

2861. We have had it stated that it is made overnight and is sour in the morning, and that the tramps throw it away ?—There has been no complaint from our casuals as to this.

2862. Do you have a female officer to receive females as they come in ?—Yes; she is the wife of the superintendent.

2863. Is there a woman in the porter's lodge to take all the particulars from the females before they go into the casual wards ?—There are two entrance halls with an office in the centre and a window open on either side. The women are admitted on the one side and the men are admitted on the other. The women are kept in separate waiting halls.

2864. (*Mr. Davy.*) You say the guardians would be willing to adopt the children if the cost of maintenance fell on the county ?—If it did not fall on the union.

2865. What would you do with the parents of those children ?—Well, under the present law we could do something for the children if the cost was removed from the union.

2866. Is that not a suggestion that the cost should be removed from the union ?—Oh, exactly.

2867. That would entail fresh legislation, would it not ?—Yes, I recognise that.

2868. Would you have any special legislation for dealing with the parents of those children, or would you simply relieve them of their children ?—If the law is to be altered

Mr. Richard J. Curtis. in that respect for the benefit of the child, I should adopt the child and let the parent go.

18 Jan. 1905. 2869. Let the parent go?—Just as in many instances where the children are adopted under the Act of 1899; the parent gets scot free, I should say, in the majority of cases.

2870. Although the law gives a claim against them?—It gives a claim; we have obtained numerous orders against the father, but it is most difficult to get any money under the order.

2871. An order against the habitual tramp would not be of much use?—I do not think it would be of any use at all.

2872. The certificates you suggest should be given by trade societies would entitle a man to a night's lodging and food the next day on discharge?—Yes.

2873. Do you think it expedient to bring the members of trade unions into direct contact with poor law relief in that way?—The object of including them is rather this, to avoid the complaint on the part of men who were members of trade societies that they should have to go to the police if they wished to resort to a casual ward, or there was need for them to do so, having once become a member of a trade society. I do not think myself there would be very much use made of such a certificate.

2874. Do you think it expedient even to propose such a thing by a legal enactment?—I do not see any grave objection to it. You see, they would come of their own free will.

2875. It would be poor law relief, would it not?—I put it in this way, it is a certificate for the man to be on the road; if he wished to obtain a night's lodging at the rate-payers' expense he must comply with the conditions which are imposed; if not, he has the certificate to pass him along the road.

2876. But it is poor law relief?—Oh, yes, it is poor law relief, undoubtedly.

2877. And is not the object of trade societies and benefit societies to keep a man off the poor law?—Certainly.

2878. Does this not give him facilities for coming under the poor law and becoming a pauper?—Not greater than he at present possesses.

2879. It gives him special facilities?—With or without facilities he does come under the poor law.

2880. He becomes a pauper with special privileges, such as early discharge, does he not?—Yes.

2881. Supposing a man is going to work at some water works, does he go there for our benefit, or for his own, or for the benefit of the employer; does not the employer want labour?—Yes.

2882. Why should you subsidise the employer at the ratepayers' expense?—Well, it is rather a question of dealing with the case. We find that these men do use the road to get to these large works; the employers somehow seem to get along without them, at the same time when men hear of works they go there. In actual experience men who came to the reservoir, tramps from some other water works or some other big con-

struction job, came in the hope of getting work, and many of them found work and most of them used the casual wards.

2883. Is it not a well known fact that tramps who go to those large public works do so not to find work but to prey upon the navvies?—Well, of course, one hears of that, but at the same time many of them do work; they are workmen and they use the road in order to get there. They do not save sufficient money to pay their railway fare, and they have no other way of getting to the new work.

2884. You appreciate the point of principle which I raise?—Absolutely; I quite agree with you. I see some difficulty in a trade society giving this certificate, but it is rather for the purpose of avoiding any complaint from them "What about our people? Why should you make them go to the police, if they wish to get from Birmingham to Liverpool?"

2885. (*Mr. Simpson.*) Do you not think you can put it in another way: the law requires the man who obtains relief at a casual ward to do a certain task; but it is also recognised that if he can show that he is a genuine working man really in search of work he may be exempted from that task?—Yes.

2886. And to save poor law people trouble, so to speak, the certificate of a trade society as well as a certificate from the police should be evidence, which they will be ready to accept. Do you not think that is the fair way of using your certificate?—Yes. There is also the case of a man a member of a trade society, who may not have lived in this starting place for six months. Take a man who had started from Birmingham to go to Sheffield and then went on; if he wished to get on the road his trade society could give him the certificate.

2887. (*Chairman.*) Do you not think that from time to time the man would need to have his ticket viséd?—Yes.

2888. It must be marked by the police; he cannot go to an official of his union?—No, it is only for the issuing of his certificate.

2889. So that he has to go to the police in the end. To sum up in a very few words the suggestions you have been putting forward to us in your excellent evidence: in the first place, I think you want more uniformity in the treatment of the vagrants with regard to baths, search, and task?—Yes.

2890. And then you want a classification of casuals?—Yes.

2891. Then you are strongly in favour of having a system of way-ticket or certificate general all over England, and you would like to see greater uniformity of punishment, where punishment is awarded?—Yes; and I think an attempt should be made to ascertain those men who are termed habituals by placing the suspects under a license. We have heard of them ever since I have been an official; I would like to find out who they are, and mark them.

2892. In fact, it would be a sort of ticket-of-leave?—Yes.

The Rev. ARTHUR S. THOMPSON, B.D., called; and Examined.

The Rev. Arthur S. Thompson, B.D. 2893. (*Chairman.*) You are, I believe, the vice-chairman of the Wycombe board of guardians?—Yes.

2894. And you have been a guardian for some time?—Twelve years.

18 Jan. 1905. 2895. In your union is there a large number of vagrants?—Not a very large number. Since we appointed a labour master about ten months ago that has tended to reduce them—the extra accuracy and strictness in requiring the work to be done; it acts as a discouragement.

2896. In other words, he enforces the task, I suppose?—Yes, that is so. Before that, we had a master and porter and no functionary whose special charge it was to watch the vagrants at their work day by day and hour by hour. The effect of a strict exaction of the task is that they are discouraged from coming, as far as we can make out.

2897. May I ask what your task is?—Nothing but stone breaking.

2898. Stone breaking?—Yes, we did attempt a sort of labour colony in the sense of taking in an area of ground about twelve acres and trying to utilise all those vagrants with agricultural capacities or aptitudes. We did that before we established the labour master, and the experiment broke down from the fact that there was no sufficient supervision, or that there was no machinery by which the work could be carefully carried out. In the judgment of our master, a man of experience who has been with us some twenty-five years, the experiment broke down from the vagrants being free to leave whenever they liked. If we could have bound them to the experiment, say for a fortnight or three weeks, the result would have been very much better. When they got fractious and discontented after a day or two, they wanted to move off and there was no power on our side to prevent them; therefore they went away and the experiment was not a success.

2899. In other words, the casual is not a person to

employ upon, say, farm labour?—No, not without more supervision and more discipline than we have got at present at our service.

2900. If you are only going to keep him there for the two nights, we will say, and you put a spade into his hand to work one day?—Yes, it does not answer.

2901. The first thing he alleges is that he is not used to spade labour?—Yes.

2902. He has got to learn, and the result is you get little or nothing out of him?—Yes, there is a percentage of men who have been used to agricultural labour, but who have drifted up to town, and from taking labour in town have become disqualified; the muscles of their backs are relaxed and in various ways they are disqualified.

2903. Are there other tasks?—There is practically no other task but stone breaking; there is a little oakum picking, but it is very slightly carried on.

2904. Do you have any wood sawing?—No.

2905. I daresay you know that is one of the tasks?—We burn very little wood in our establishment, and have no way of using it up. That is a point to which I have given a good deal of attention with a view of trying to get extra work put on.

2906. Wood sawing has been suggested to us as a task in which there is no skill required. You put two men on at the ends of a cross-cut saw?—I think it would be very desirable labour, but you see you must have a market for wood.

2907. We have been told that old sleepers have been sawn and afterwards made into excellent firewood?—Yes.

2908. That is one of the tasks. You have never tried that?—No, I have talked about it, but I have never got it. The view is there is no market for it. May I say a word or two as to what is the basis of the problem?

2909. Certainly?—I think the basis of the problem is a defective classification of the tramps. I think as a rule the common differentiation of the tramp is not that which is found through the whole class. I should say that the class of tramps submitted to us, dealt with by the Poor Law as tramps, cover three distinct sets of people. One, I should put down as the hereditary or professional tramp, towards whom a severe *régime* is desirable, and even a more severe *régime* than is exercised at present. And then besides that, I think there is a large class of itinerant unemployed, who can be rescued, who might be rescued under more methodical treatment, to whom the method of discipline ought to be relaxed up to a certain point, only relaxed in a sort of provisional and temporary way until an opportunity has been found for testing them at work that they could do. Then I think the third class is the social derelict, the feeble imbecile incapable person who will be on our hands whatever we do. But I think if we could so reorganise our method of treatment as to eliminate from it this middle class—the itinerant unemployed—we should do two good things. We should remove the peril of uneducated sympathy which at present promotes and extends and perpetuates the tramp class, and in the other case, we could justify ourselves before public opinion for severer measures than have been hitherto found necessary to be taken towards the professional tramp.

2910. That is class one?—Yes. That there is a class of remedial poverty and remedial unemployment that comes upon us in the tramp wards, I have not any doubt at all; I have watched it for some years now. At present we have no machinery to help them by, and if, as very often happens, their very independence makes them ruder and rougher to the master over them than the habitual tramp, they are the people who get into trouble and are drafted off into gaol. A man who has been in the workhouse a good deal said to me when I asked him how he was getting on, "Oh, you are all right, sir, as long as you let the governor know he is boss." That, broadly speaking, is the principle which prevails amongst these tramps. If they are elastic enough only to let the governor know he is the boss and not to come into conflict with the authorities, they get on all right. If a man shows any independence or is rude and says he is not going to do that filthy work, and so on, he gets into trouble and drifts into the criminal class, though re-

presenting, morally and personally, a higher class than the other.

2911. That is the man who would work, if work were obtainable and offered to him?—Yes.

2912. As to a man in the second class, your object would be that there should be work obtained for him wherever possible; that there should be information about work?—Yes. Now may I go on to one other point?

2913. Yes?—In order that this may be done, I should think that some new administrative action was wanted. I do not think there is any existing system, as far as I know, under our Poor Law administration, which allows of those two excellent things, the keeping of a personal register of the men which you would do by "way-ticket" or passport—something of that sort—and also for giving him the opportunity of learning where labour is going on. I have no doubt you have had your attention as a Committee called to the valuable Report by the Board of Trade on "Agencies and Methods for Dealing with the Unemployed in certain Foreign Countries." It seems to me, if we had patience and courage enough to follow out some of those indications, we should have a very fair chance of good results: first by the registration of labour and by the circulation of information of that sort to labour bureaux, as they are called here: then by keeping a more personal hold on the more promising individuals, and getting co-ordination among the different unions, so that the record of a man could stand him in good stead, not only in the union where he stopped for one night, but in the one to which he went afterwards.

2914. Or in bad stead?—Yes, if it is bad stead. He very often benefits; the ticket would represent the privilege, and he would very soon forfeit that and be brought down to a lower class.

2915. I think you mentioned a way-ticket. We have had evidence both from Gloucestershire and Wiltshire on this subject. Those are the two counties where the way-ticket system is now in existence. I think you would probably agree that to make the way-ticket effective, it must be general?—General all over the country; there is no object in one or two or three single unions trying it.

2916. But I understand you to say that if the system were made general, it would be effective?—I do. I have lived in Russia, and have been brought up to a large extent on the passport system. There may be much to be said against it, but it has much to do with keeping up the personal respect of the individual to have some record kept of his history.

2917. Can you at all suggest to the Committee the form the way-ticket should take?—I think there is a very good form suggested in this Report of the Board of Trade.

2918. What should be the office of origin; should it be the workhouse or the police station?—I should say of the two it had better be the police station.

2919. Why?—Because the communication between police stations is more complete, more under control than it is between workhouses.

2920. Where circumstances permit of it you would have a police station rather than a workhouse?—I think so.

2921. The geographical conditions might point to the workhouse?—They might, if the police station was not near the workhouse. In regard to the form of ticket, I think the particulars which we have laid before us about Wilhelmsdorf on page 30 of the Report give a most admirable scheme.

2922. Have you anything more to say on the way-ticket?—No I do not think I have. I know that a great many individual guardians doubt its value, and I think a good many masters of workhouses doubt its value, because they have never been brought into any system of co-ordination with their neighbouring unions, and they pride themselves on being superior. They decline being put into communication with unions which they think administer on a lower method than they do. Then if they are possessed, as some unions are, with an idea that there are all sorts of fads going about and they understand everything that is really wanted, and they have got nothing to learn, they resist it on the ground that

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18 Jan. 1905. they do not want to be raised to an impracticable and theoretical level. I fancy that is the feeling. I have had communications from three or four of the neighbouring unions, and I should say (perhaps it is a mere piece of self-assertion, but I should say) the Wycombe union has gone more fully and more comprehensively into this question than any one of the other unions.

2923. Have you had an increase of casuals during the last year or so?—No, just the opposite; we are fewer now, but the general testimony is that it is due to the exercise of a severe *régime* in supervising the task of work.

2924. You know of course that generally throughout England there has been an increase during the last year and a half?—Yes, there has been an increase.

2925. But that has not been the case with your union?—No.

2926. And you attribute that to more regularity with regard to treatment and punishment?—Yes, I think that is largely the explanation. I do not think it is a very satisfactory explanation, but I think it is the chief explanation.

2927. How many men in the course of the year have you prosecuted?—I have not got the exact statistics, but I should say we have prosecuted none except for refusing work and tearing up their clothes, and for that there is about one a quarter, say four a year.

2928. And what sentence is given, as a rule?—Fifteen days.

2929. Fifteen days?—They go to Reading, and on the moment of their going there there is a vast improvement in their diet. If you look at the comparative dietary, you will see how much better they are fed as soon as they get into prison, than they are as tramps. That is the Reading scale of feeding (*exhibiting document*).

2930. Of course, the diet is the same all over the country for the prison?—That is the comparison of the two, and it shows that if a man is merely engaged looking after his stomach he would wish to be condemned to a short imprisonment as soon as he can. He probably has not any moral sensitiveness which makes it a great shock to him.

2931. The improvement in the prison diet was the addition of the porridge?—That is very proper.

2932. Otherwise there would not have been any material difference?—No.

2933. And you think that the improvement in the dietary in the matter of the porridge is what has made the prison more popular?—Where there is good behaviour my view is in favour of giving an improved diet. There is one other point upon which I should like to speak, if I might be allowed; that is in regard to the children.

2934. Yes, if you please?—I think that without materially breaking down parental responsibility, or making our action or administration stimulate the tramp habit, we might take charge of the children more than we do. We have got in our union a most admirable poor law school, in a most healthy place, with possibilities of extension, and much more room than we are occupying, and very often when we send away these poor little wretched children, who we know are under no system of education—no system of proper feeding—upon the tramp, one's heart goes down to one's boots over it. It seems so melancholy, in all human probability to be training them up not only to vice, but to the habit of the tramp, and such as it is, to the ease belonging to the tramp life; and if we could cut off that supply I think the peril of breaking the parental responsibility, or making tramping easier, would be a far less anxious question of social economy than it is under present circumstances.

2935. Do you send many of those children to the industrial schools?—No, we cannot.

2936. It depends upon whether they come within the conditions of the Industrial Schools Act?—I am afraid they would not, as merely belonging to the tramps and spending a night or two with us.

2937. Not where the parents are not criminals?—If there was any case of that sort injurious to life or health in their actual treatment, I suppose we might take action then, but not otherwise.

2938. The Industrial Schools Act is very clear in its language?—I think I know its provisions, but you must have some evidence of mismanagement by the parents of the children; otherwise you cannot get at them.

2939. You mean they are children of persons who are not criminals, but whose manner of life is such that the child is not likely to turn out otherwise than badly?—Yes. If we had anything like the passport or the way-ticket system, so as to be able to register a tramp, and "habit" is established for a certain period, I think the law might make that adequate for the removal of the children from the custody of their parents.

2940. Yes, it might. But I am afraid in the House of Commons there would be a good deal said about the liberty of the subject?—Yes, that is our central difficulty; until we can break down that "liberty of the subject," we can do no good at all.

2941. (*Mr. Davy.*) You think then the very fact that a child is on the road is sufficient reason for taking that child away from its parents?—Yes, if its being on the road is not merely a temporary action, but represents a habit.

2942. Though the child may be perfectly healthy, well fed, and well clad?—Yes.

2943. The mere fact of travelling about with its parents would be sufficient reason for taking it away?—I should say it would be on account of its intense importance as a problem of civilisation—cutting off the supply of the tramp class.

2944. Let me give a concrete case; a woman I know very well passes the winter in the workhouse. In the spring she cannot endure to be shut up any more, and she goes out to work in the fields taking her five children with her; she works for the same employers year after year, during the whole of the summer. The children go round with her; they play about in the fields while she is working; some of them do hop-picking. When the autumn comes on and work in the fields is slack, she goes back to the workhouse, and her children go back with her. Would you in that case take the children away from her, although, so far as we know at present, they are well fed, well clad, and well cared for?—I should take her into the workhouse, and teach them in the winter when the mother is there, and I would keep them there when the mother goes out, or, where possible, send them to a school.

2945. You realise there may be a difference of opinion about it?—Perfectly. I have taken a great deal of interest in our poor law school, and though it is just altering its position—all these schools are passed over to the supervision of the Board of Education—there is strong pressure being put upon us, which I hope will be successful, for the children to be sent to the national schools.

2946. (*Chairman.*) The school you are mentioning to us is a poor law school?—Yes, it is.

2947. It is not a national school in the ordinary sense of the word?—No, the children live there altogether.

2948. You wish that the child should be detained there?—Yes, that we should be able to move over a larger area to supply these excellent schools, and that those children who become the mere breeding ground of tramps should be cut off.

2949. (*Mr. Davy.*) Would you prefer that they should go into the ordinary poor law schools, or be sent to the industrial schools under the Industrial Schools Act?—I think that it is better on the whole that they should go to the ordinary poor law school; they are not so large.

2950. Could not your whole object be attained if the guardians were to adopt those children under the Poor Law Act, 1899?—Yes, I cannot get the clerk of my board to interpret that Act as giving us permission; I have tried it two or three times.

2951. Has the fact that the cost of the support of the children of vagrants who have no settlement would fall on your union, had something to do with his view?—Of course it has.

2952. If the cost of those children were made a county charge, possibly the point of view might change?—Yes, that is very likely.

2953. Under the Industrial Schools Act any child that is "found wandering and not having any home

or settled place of abode, or proper guardianship, or visible means of subsistence" may be sent to an industrial school. Well, now, some magistrates have held that that applies to all tramp children. They have no home, or settled place of abode, or visible means of subsistence?—Yes.

2954. Do you think that is so when they are with their parents or nominal parents?—No, I think our clerk would argue that the position of the children was covered by the recognition of the parents.

2955. (*Sir William Chance.*) Do you think that the parent ought to be punished if he habitually tramps about with the children on the road; of course under this Act you can take away the children undoubtedly?—Yes.

2956. But the parent, the responsible person, goes scot free?—Yes; well, I do not see a way to punish the parent, unless there has been some wrong action towards the children, other than their wandering about.

2957. (*Chairman.*) You wish to say something as to the effect of the prison labour tests and the tasks given to vagrants?—Well, I touched on that just now in saying the difficulty lies in this, that it is not the worst set of vagrants that we have to deal with, or the most hopeless who resist the kind of labour that is put upon them. Therefore, if we could once believe that this pressure was undue in their case, and find another avenue of activity for them, we should do two good things. We should improve them instead of deteriorating them, and we should remove from ourselves the necessity of so many prosecutions and so much legal action as we have now. I think your idea of wood sawing that you put just now is a very practical one.

2958. We had brought before us yesterday a system which is in force at the Cuckfield casual wards, of pounding stones in a mortar, and in that way getting very fine stuff. The result was that from stone which cost them 9s. a ton they could sell the result at 15s. a ton. Have you heard of that task?—When I was acting as chaplain to the East Preston union, when vicar of Arundel in Sussex, they did that there; they crushed the stone.

2959. It depends a good deal on the stone; it is water-worn boulders that they crush at Cuckfield, and it makes a very good concrete, and it may be used for other things; but you do not use that as a labour test?—No.

2960. Have you any other point?—The only other point is in regard to the dissemination of disease. My master whom I consulted about this, and the medical officer, both say that the peril of communication of disease through the tramp ward is far less than it is in the common lodging-house. In the case of the tramp to whom smallpox or anything of that sort has been communicated, in their experience it has always been through those living in common lodging-houses. They are turned out of the common lodging-houses when the disease has declared itself, and they sometimes try to get admission to the workhouse, but the mischief is occasioned in the common lodging-house.

2961. Do you invariably subject the vagrants to a bath?—Yes, invariably.

2962. And a search?—Yes, but invariably to a bath. Lately we have rigged up some very comfortable baths. We do not give them cold baths, we give them tepid baths.

2963. And you recognise that it is a good preventive to any chance of communication of disease, because by the man having his bath you ascertain whether he is suffering from any contagious disease?—Yes.

2964. Because I am afraid some workhouses do not?—Our master says that he thinks it extremely desirable that the attention of the medical officers of the house should be called more definitely to the tramps, and they should have more frequent opportunities of examining them than they have at present. Very often he detains a man; I should think 10 per cent. of our tramps are detained for medical care, because they come in in such a disordered state of health.

2965. Have you some officer in the workhouse who sees the man when he either goes in or comes out of his bath?—Yes.

2966. So as to be able to detect any signs of disease?—Yes, our labour master is in and out, and the man who

acts as a bath attendant, but is really an inmate, is a trustworthy and reliable man.

2967. And he does habitually observe the man so as to detect if there is anything wrong with him?—Yes, he has instructions to do so.

2968. What is your view with regard to any provision of a mid-day meal; the absence of a mid-day meal makes it almost compulsory on a man to beg?—Yes, it does.

2969. Very good; if you could provide a mid-day meal for a man, then it does away with the necessity?—You see if they are going out, they go out directly after breakfast.

2970. Well, they can hardly walk fifteen miles without getting something to stay their hunger with in the meantime?—No.

2971. Have you considered any plan of providing for that?—I have not. Our master is extremely considerate, and when there is a case of fairly decent people, and there is a wife and some little children, he always sends them away with some food in their pockets.

2972. Do you know the Gloucestershire system; the way-ticket there involves a provision of eight ounces of bread in the middle of the day?—I know that; it is very desirable, indeed.

2973. Would you favour that idea?—I favour it distinctly. It is very much better than that the invitation should be given to those tramps to cadge about the back doors of peoples' houses.

2974. It seems rather hard that you should convict a man of begging when you send him out in the morning early, and do not give him any provision till night?—Yes.

2975. Consequently, if you could have some means of providing a mid-day meal, you feel it would be a right thing to do?—Yes, I should feel it would be a right thing.

2976. You mentioned labour colonies; have you had any experience of them?—I have been to see Tannenlof, in Switzerland. I have never been to Merxplas; I have read very carefully the report about Merxplas, but I have not been there.

2977. What is the length of detention in the Swiss colony?—I do not think there is a fixed period.

2978. (*Mr. Davy.*) That is a voluntary colony, is it not?—Yes.

2979. (*Chairman.*) You have no doubt formed an opinion as to whether on the whole it appeared satisfactory or otherwise?—It looked very wholesome.

2980. Did the inmates seem to be contented?—Yes, quite cheerful and quite communicative.

2981. Did you see what the meals were?—Yes, I was there during dinner.

2982. Did the meals seem adequate?—Yes, I think so. They have a lot of tins; everything in the way of soup; they have no solid meat, or knives and forks that I saw.

2983. But did the inhabitants look fairly well nourished?—Perfectly well. These people are so very much more tractable, and so very much more easy to deal with than our people.

2984. In Switzerland the vagrant, as we look upon him, is hardly known?—That is so.

2985. (*Mr. Davy.*) I gather from your evidence that you think that the condition precedent to all reform is some sort of co-ordination between the local authorities?—Yes, I do; I speak very strongly about that.

2986. Would you not say there should be some sort of co-ordination between the guardians and the police and the magistrates?—Yes; much more than there is now; there is a sort of antagonistic feeling now.

2987. And that antagonistic feeling, you think, is mischievous?—I think it is mischievous. The police authorities and magistrates rather like to find fault with anything that they think is a severe point of administration in the workhouse. They like rather to play to the gallery, if I may say so without offence, in not taking the stern view which has been correctly taken from full experience of the mass of the individuals in the workhouse; therefore, the effective or restrictive action which poor law officers take is so far checked that it becomes discouraged.

2988. Could you tell me what in your opinion is the difference between a voluntary colony such as you have

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B.D.*

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The Rev. Arthur S. Thompson, B.D. in Germany, such as there is at Wilhelmsdorf for instance, and an ordinary English country workhouse? —A voluntary colony; do you mean where they are not assigned for a limited time?

18 Jan. 1905. 2989. *The Arbeiter Kolonien*, in Germany, are purely voluntary; a man may leave when he likes, at one day's notice?—I should say the organization of labour. The rural workhouse has no organisation of labour at all. The task there is a sort of penalty, not much more productive than the treadmill, and having to do it presents no interest for a man in his work whatever. Unless you can supply some sort of interest or some sort of ambition in regard to the work done, I think the task is a demoralising thing.

2990. You would say the main difference between a German labour colony and an English country workhouse is that in the former case the labour is much more organised?—Yes, I should say so.

2991. Apparently there is no other difference?—There are great varieties; in most of the colonies there is some little industry.

2992. There is the great difference that those in the German colony and in the Swiss colony get a small payment per day?—Yes, and there are a few more varieties of work.

2993. Now, will you tell me what in your judgment is the difference between a penal colony such as Merxplas and a prison?—It is an outdoor prison.

2994. (*Captain Eardley-Wilmot*.) A convict prison, not a local prison?—Yes. The conditions of work are the same at a lunatic asylum. I am on the visiting committee of the Stone county lunatic asylum. The condition as to liberty in work is almost exactly the same.

2995. (*Mr. Davy*.) There is voluntary admission?—Yes, and they have their rewards.

2996. (*Sir William Chance*.) There has been no increase of vagrancy in your union recently?—No, not in our union.

2997. Do you carry out the regulations of the Local Government Board?—Yes, I think we do.

2998. You detain two nights as far as you can?—Yes, I think we do.

2999. Do you bathe each vagrant separately when they come in?—Yes, that is our rule.

3000. Have there been any complaints against your union in regard to the reduction of the number of your tramps, which I understand is due to your appointing a labour master?—A more rigorous labour test has been imposed.

3001. Has there been any complaint that you have turned vagrants on to other unions?—Nothing of that sort has occurred at all. I have the statement of the master of our workhouse that no hardship has been found and the result is that they go to places less vigilant.

3002. Exactly; you have had no complaints from those places?—No complaint has reached us from those places.

3003. How far do you employ the police in the matter of looking after vagrants?—Very valuable assistance is given by the police, and I believe an understanding is come to that the police are to visit the workhouse daily, if possible.

3004. And is that done?—That is the order given. I should not say it was done quite literally.

3005. What do you think would be the effect of that?—The country constable is a very sociable person.

3006. Would it tend to reduce the number of vagrants visiting the casual wards?—No.

3007. You do not attribute your decrease to that?—No, not at all; there is no great terror in it.

3008. Have you a branch of the Society for the Prevention of Cruelty to Children near you?—Yes, we have got an extremely good and active agent at Slough.

3009. Do you give any notice to the Society when a family leaves the workhouse?—Our clerk has in two instances within the last six months.

3010. And do you know what the result has been?—No, I know nothing about the result.

3011. Do you not think you might utilise the society in regard to these children?—I think we might very well; at the same time I think they should bring some supervision to bear. But I do not think they possess any plan by which the children are to be watched or dealt with. They should look out and ask whether they could be sent to school or what was to be done with them, I think.

3012. (*Dr. Downes*.) How long is it since you appointed a labour master?—My impression is that he has been appointed about ten months now.

3013. Has there been any reduction in the number of women and children who come to your casual wards?—That I cannot tell you; I have not analysed the returns.

3014. Who receives the women at your casual wards?—The porter receives both men and women.

3015. Have you any female officer?—No; no female superintendent of the tramp wards, but the master delegates a suitable woman to attend to the women and children on arrival.

3016. (*Mr. Davy*.) How many inmates have you?—We have got now about 260. The workhouse is fuller than it has been since it was first built.

3017. (*Dr. Downes*.) Does your medical officer reside near the workhouse?—He resides at Wycombe which is five miles from it. His rule is to pay a visit three days a week.

3018. And in the case of a prosecution of a man for refusing to work is there an examination of the man by the medical officer?—There would be if he claimed it: if he described himself as incapable.

3019. Only if he claimed it?—I do not suppose there would be otherwise. If they said their shoulders were bad, or they were ruptured or something, they would be examined the moment the medical officer came.

3020. Have you been able to arrange for any systematic examination by the medical officer as against smallpox?—No, I do not think I can say we have; but, as I said just now, we have not had a single case of smallpox arising out of our tramp ward, though we have had three or four from lodging-houses within the district of Wycombe and Marlow.

3021. Do you happen to know how many lodging-houses there are within your district?—It is very difficult to say. The probability is that there are four or five in Wycombe and about three in Marlow. Marlow is a town of 6,000 or 7,000 inhabitants: Wycombe a town of 17,000. They are the two largest towns within our area.

3022. With regard to your recommendation of personal registration, would you expect that to help the *bona fide* wayfarer?—I should think it would do so if it were connected with a system of labour registration, and there was some system of a clearing house to communicate about work and applications for work from one place to another.

3023. If a man had a good character, the record of it ought to be of assistance to him?—Yes. That ought to enlist the better class of these people to a favourable view of the system if it were carried out.

3024. Do you anticipate any objection being raised to a system of personal inspection, such as its being an infringement of the liberty of the subject?—I should expect that rather to come out after it had been tried for a certain time, but I do not think it would meet us at the beginning. I should say that because it is the sort of criticism which was levelled against the Charity Organization Society, that it was an inquisitorial affair.

3025. (*Captain Eardley-Wilmot*.) You say there is a medical examination, if the man claims it?—Yes.

3026. If he does not claim it he would not be examined; he would come before the magistrates without being examined?—Yes.

3027. You have only had four prosecutions in the year?—That is about the number.

3028. Have you formed any idea as to what are the proportions of the three classes of vagrants you have suggested?—My idea is that there would be from 20 to 25 per cent.—not quite a quarter of them—who might be put down in that second class.

3029. The real working men ?—The actual unemployed.

3030. And then the other two divisions, how would you divide them ?—Oh, I think we may have 50 per cent. of those called derelicts.

3031. Then you put 25 per cent. for the habitual tramp ?—Something of that kind, broadly speaking.

3032. 25 per cent. of the honest, and 50 per cent. of the cripples ?—Yes, but I should like to take the record for some years before answering confidently.

3033. Oh, yes, it is only an idea ?—I think something of that sort. Of course, there are the fairly respectable tramps who find their way to a conversation with somebody at the manor house, or with the butler at the back door, and who wake up that kind of sympathy with a class that makes it difficult for us to deal with.

3034. (*Chairman.*) And probably the fact of their not being provided with food in the middle of the day under the present arrangement is no small argument in their favour for begging during the day ?—Undoubtedly, but I might say it does not bear exactly upon the question of classification.

3035. (*Captain Showers.*) Do you find it is a good

thing for the police to visit the workhouse ?—I have never heard the slightest difficulty in regard to it. Our labour master was in the police force himself.

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3036. Are your police assistant relieving officers as they are in some counties ?—No. The tramp ward is just beyond the borough, so it is only the county police who have to do with us.

3037. You find it a very good thing, I take it ?—Yes, we have no difficulty with them at all. What my master says is that the relations are very good indeed.

3038. You prosecute tramps for certain offences ?—Yes, tearing up their clothes and refusing to do their tasks.

3039. What sentences do the magistrates give ?—Short sentences ; fifteen days is a very common sentence.

3040. Is that the highest ?—I should think it is.

3041. (*Sir William Chance.*) Is your workhouse on a main road ?—That is a very important question in regard to the use made of it by tramps. It is on the road between Wycombe and Aylesbury.

3042. Is it a road much frequented by vagrants ?—Yes, fairly so, I should say ; it goes to Aylesbury, and Oxford lies in that direction.

NINTH DAY.

Thursday, 23rd February, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Dr. HENRY E. ARMSTRONG, called ; and Examined.

3043. (*Chairman.*) You are the medical officer of health of Newcastle-on-Tyne ?—I am, sir.

3044. I believe you have held that office some long time ?—Thirty-two years.

3045. You have made a study of the question of infectious diseases, particularly of smallpox, in relation to vagrancy ?—Yes, rather a close study.

3046. And you have kindly come to us to-day to give us the benefit of your experience and opinion on that subject ?—Yes.

3047. Would you like to deal with infectious diseases generally, or confine yourself at first to smallpox ?—I am quite at your disposal, sir. My report of last year, of which you have had copies, is confined to smallpox. It is the second one I have made on that disease in relation to vagrancy. I made one in 1893. As medical officer of health of Newcastle, I have had the opportunity of observing the effects of vagrancy on the spread of other diseases in a variety of ways. I had, thirty-five or forty years ago, considerable experience of typhus, but I was not medical officer of health at that time.

3048. But you were practising ?—I was in public practice at the dispensary in Newcastle, where I had a good opportunity of judging, and I was also medical officer to the fever hospital where the typhus cases came. Happily we have got clear of typhus now, and the occasion for the study of it with regard to tramps does not exist.

3049. Have you anything to say as to the cause of our getting rid of typhus ?—The measures taken by sanitary authorities throughout the Kingdom have helped very largely. It used to be extremely prevalent, going

back as far as 1866. It was one of the most serious diseases we had. I think the action of sanitary authorities in isolating cases and providing hospital accommodation has, in fact, abolished it.

Dr. Henry E. Armstrong.
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3050. And as regards casual wards, has there been special attention paid to it ?—Yes, there has been, sir.

3051. In improved sanitary arrangements ?—Yes.

3052. Now perhaps you will deal with the special subject of smallpox ?—I have had abundant opportunity in preparing the material for my report of ascertaining what effect the vagrant has had upon the spread of disease. The effect of the tramps in spreading disease throughout the land has been, I may almost say, astounding.

3053. What was your own experience at Newcastle-on-Tyne, for instance ?—The first experience I had in this matter was about ten to twelve years ago, in the large epidemic that we had then, and the first case that brought my attention to the matter was a couple of tramps coming into the workhouse from Liverpool. They had tramped all the way, and they had smallpox on them. They had stopped at various casual wards, and at one casual ward, they told me, where they stopped, twelve men had had a bath in the same water.

3054. They being part of the twelve ?—Yes ; but though they had got the disease on them it had not developed at the time ; a few days would have made all the difference in the spread of the disease. They all used the same water, and it happily did not have any ill effect ; but that set me on to the subject of the effect of tramps.

3055. Then were you able to isolate them before they became infectious ?—They were discovered in the casual ward, as having smallpox, and I removed them.

Dr. Henry E. Armstrong. They did not do any actual damage in the workhouse, but they might have easily come to the workhouse with smallpox upon them.

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3056. I suppose they were removed to an isolation hospital and treated there?—Yes. That was the first case I had. My attention was directed to the matter then. Afterwards I sent out to my fellow medical officers of health of the large towns a set of queries for information; and I then gathered material, which formed the report which I published in 1893 on the epidemic at that time. That led to the London county council calling a meeting of the urban sanitary authorities of England and Wales, and they issued a report on the subject in 1894.

3057. Ten years ago?—Yes. A series of resolutions was passed by that conference and sent to the Local Government Board; those resolutions bore on the subject of vagrancy, but so far as I know, in the country, no result followed.

3058. Did that conference consider the question of treating smallpox cases at the various casual wards throughout England?—Yes, that was one of the points that were discussed.

3059. With the result of finding that there was a deficiency in the matter of isolation?—Yes, that was so.

3060. Was that so in the majority of cases?—I should say in the very great majority of cases; it was a well-known fact that there was no proper means of isolating diseases of that sort.

3061. That was ten years ago, you say?—Yes.

3062. Now since that time has action been taken to provide better means for isolation at vagrant wards?—I am not aware that much has been done. I think in some vagrant wards a temporary isolation room has been provided. That is so at Newcastle, for instance, but I do not know anything with regard to the extent of that provision in other places. Every attempt is always made to get the cases off the workhouse premises altogether—into the hospitals of the sanitary authorities—in all the towns that I know of.

3063. Last year, you say, there was a conference of sanitary authorities?—Yes.

3064. And this subject was specially mentioned then?—The conference was specially called to consider the subject of vagrancy in relation to disease, and some of the speakers were poor law guardians and officers.

3065. What was the outcome of that conference?—The outcome is not yet known. The President of the Local Government Board has been asked to receive a deputation from the committee of the conference.

3066. Now what suggestions have you yourself to make with a view to the prevention of the spread of smallpox by vagrants?—My idea is entirely in favour of "labour colonies," to which to remove the vagrants. That is the great desideratum. So long as the vagrants are allowed to go rambling about the country as they do, they will always be doing mischief. In the present epidemic there have been something like 31,000 cases of smallpox in the large towns of England and Wales, and a very large amount of that smallpox has been spread by vagrants. It is a terrible state of things.

3067. Do you know yourself of cases where men in an infectious condition of smallpox have gone from place to place?—Oh, yes; I can give you numerous instances. May I give you first of all the summary of the information I got from other towns?

3068. Certainly, if you please?—My report deals with smallpox up to the end of the year 1903. To get information I sent out queries to 205 provincial cities boroughs and urban districts in England and Wales having populations of 20,000 and over.

3069. To whom did you address the queries?—To the medical officer of health in each case. The first query was: "In the present outbreak of smallpox, was infection first brought into your district by vagrants; if so, with what result as to the spread of infection?" Replies came in time from 126 of the districts to which I applied. The answers show that of these 126 districts, 111 had been invaded by smallpox in the present epidemic, and in 57, or 51 per cent. of these, the disease was first introduced by vagrants. In 25 of the latter the spread

of infection from vagrants occurred with varying results. I have the names of the towns. The second query was:—"Was infection introduced secondarily, *i.e.*, subsequently to the first appearance of the disease by vagrants; if so, how many times, and with what result as to spread?" The replies show that smallpox was introduced secondarily by vagrants into 58 districts, and perhaps two others, at least 305 times. Such secondary introductions of infection took place once in 11 or 12 districts; twice in 11 districts; three times in 5 others; four times in 5; five times in 3; six times in 3; seven times in 2; and eight, nine, nine or ten, ten, eleven, twelve and thirteen times respectively in 7 districts; and no less than twenty-three, twenty-four, thirty-one and thirty-four times respectively in the towns of Sheffield, Manchester, Wakefield and Liverpool. I have the details given as to each place.

3070. Then in any of those was the disease first introduced by vagrants?—Yes; these are cases in which after the disease had been in the first instance introduced by vagrants it was subsequently introduced by them all those numbers of times.

3071. In any of those did you ascertain whether the men had been passed on from other workhouses after they were in an infectious state?—Yes, I have some information as to that. Query no. 6 was:—"Have you reason to believe or suspect that infection of smallpox has been carried elsewhere by vagrants leaving your district, and if so, how often?" My summary of the replies is:—two districts say "yes": ten districts say "on one occasion"; four districts say "twice"; one district "once or twice"; two districts "two or three times"; three districts "three or four times"; three districts "several times"; six districts reply, "probably"; three reply, "perhaps." One stated, "tramps passing through the district have developed disease later." That makes a total of 35 districts. You will, understand, sir, that after a tramp has left a district there is not much means of hunting him up, so that this table is necessarily a very imperfect one. Those are the only cases reported which have come to the knowledge of the districts from which the tramps have gone.

3072. Then do you think there was an insufficient examination of the vagrant when he arrived at the casual ward?—There was a general feeling expressed by the medical officers of health at the conference at Spring Gardens that that was so.

3073. Whose duty do you take it to be to examine a man when he comes into the casual ward?—So far as I know, it is not made the duty of anyone at present. It is not made the business of the medical officer of the workhouse, I believe.

3074. No?—I believe I am right in saying that a vagrant can refuse to be examined if he chooses.

3075. I think there is one method of finding out cases of disease, and that is the bath?—Yes, and vagrants do not like it.

3076. A bath is compulsory in each case?—Yes.

3077. If a man is compelled to strip for a bath, and he has smallpox on him?—It will probably be found out by the attendant; but it may not be recognised; it may be so slight. The man may be dangerously infective, with only a few spots upon him which may be overlooked.

3078. And dangerously infectious, I suppose?—Infectious, yes. What I was referring to, sir, when I spoke about the dislike for the bath, was the effect that it produces. I have many times heard it said that tramps rather than have a bath at the casual ward would go to a common lodging-house. Common lodging-houses have not baths, though they should have.

3079. In common lodging-houses one knows also that the bed is not looked after with the care that it is in the casual ward?—That is so.

3080. (*Mr. Simpson.*) Are the signs of smallpox sufficiently clear for an uninstructed attendant to notice?—No, sir; in some cases they are not. The signs of smallpox in the mild cases are in fact bamboozling, I may say, to the greatest expert. Sometimes it is impossible to say whether the eruption is really that of smallpox or some other ailment;

3081. If the attendant saw a vagrant in the bath with an eruption on him, he could call the medical officer?—Of course. In advanced stages of the disease the eruption is not so distinct. It may only appear in little crusts which may hardly attract the attention, and the patient still be highly infectious.

3082. That adds greatly to the danger of smallpox?—Very much indeed.

3083. Is it not a kind of disease that is a great deal due to dirt, or at least is spread by dirt?—Yes, it is spread by dirty people.

3084. (*Chairman.*) If there was any chance of smallpox or any other contagious disease, I presume the same water in a bath ought never to be used more than once?—Certainly not.

3085. Have you made any inquiry as to whether the practice of using the same water for more than one tramp is common?—No, sir, I have not the means of getting to know, and I do not think any workhouse attendant who was guilty of such a thing—because it is a kind of guilt—would be likely to confess it. In the case I mentioned, I got the information from the tramps themselves.

3086. You have mentioned common lodging-houses and the obvious danger of infection which arises from them. Have you any suggestions to make with regard to their better sanitation?—For one thing, sir, I think common lodging-houses, if it were possible, should be divided into two classes; but that is always secondary to the question of the vagrants being taken off the road, which is the great thing; they should be taken off the road. If vagrants are not taken off the road, they should not use common lodging-houses that other people go to; and how that is to be worked, I am not very sure, but I believe it may be worked. In Newcastle there are many common lodging-houses, and the bulk of the occupants are people who do not pay by the night but by the week, and remain a long time—working men and so on. They go to the common lodging-house to be near their work, and they get their lodging cheaper. Common lodging-houses are in a way very popular, both with tramps and others who interchange news; it is a sort of club. The tramps enjoy the chat round the fire at night.

3087. Have you heard of the way-ticket system which they have in Gloucestershire?—I have heard of it. I was always in favour of some system like that; it is to some extent akin to the Swiss system of passing men on by ticket.

3088. We have had evidence here with regard to it. A man on leaving the workhouse in the morning has a way-ticket given to him stating his name, his appearance and his route. It enables him to get a meal of bread in the middle of the day, and so takes away from him the excuse for begging. It also affords an identification of the honest wayfarer by showing that he is keeping to the route that is specified?—It seems a proper system, but all these matters to my mind are secondary to the more important desideratum of preventing the regular vagrant from being on the road at all; he should be taken off the road if he could not show that he was a resident in a place, or that he had come from a place where he had worked satisfactorily, or if he could not give a good account of himself. Vagrants do not care to speak the truth always; they will sometimes wilfully mislead you as to where they are going.

3089. Well, do you not think that the way-ticket would afford a means of identifying the man who was travelling away from the specified route?—I do not know sufficient about the means of identification. I have doubts.

3090. I understand you are strongly in favour of a labour colony?—Yes. I have thought out the matter very carefully indeed. I have heard from other places what has been done. I have read reports on the subject, including the report of the Lincolnshire committee, with which, no doubt, you are familiar. I have read the German accounts and all the reports that have come to my knowledge, and I am satisfied that a labour colony is the best thing.

3091. Have you any suggestion as to the length of time that a man should be detained in a labour colony?—I find that in these places detention varies according

to circumstances; it is sometimes a number of years. *Dr. Henry E. Armstrong.* Both as a matter of prudence and economy to the community, a tramp would be better in a labour colony; he would be kept more cheaply to the community than going about begging, because he makes a great deal by begging, and that is a tax which would be reduced if the man was put into a labour colony. He could be kept there more cheaply than in gaol or in a workhouse. That has been proved. The Lincolnshire report shows the cost. 23 Feb. 1905.

3092. Have you seen any of the foreign colonies yourself?—No, sir, I have not; I have not had the opportunity of going abroad to see them. I should have done so last year, but I have been kept at home through the smallpox epidemic.

3093. You would contemplate some considerable length of detention in the labour colony?—Yes, sir, I should think from one to two or three years, till a man got into a better state of mind and got to learn some trade. A great many people drift into trampdom. They go to lodging-houses, for instance, as workmen temporarily out of employment, and there they learn that the vagrant has a very much better time than they have had. Speaking generally the vagrants have a very good time; they have a philosophy of their own; they are very clever, observant and far-seeing; and everybody knows that they are workshy. Until that habit is overcome, I think the tramp should be kept in detention.

3094. Then would you look upon the labour colony as something of the sort of an industrial school, we will say, for adults?—Just so, sir.

3095. Putting them under magisterial control?—The poor law authorities and the magistrates ought to have the control.

3096. Would you not think that the supreme control, we will say, should rest in a central department, say the Home Office, as you would have detention against the man's will?—I have discussed the question with magistrates' clerks, and our own magistrates' clerk at Newcastle, and I think the present system of detaining a man for a short period in prison is a thoroughly bad one; it does not do any good. Probably if the matter was less magisterial it might be taken more kindly. We are all aware how well General Booth has brought on his labour colony. If the men can be led to believe that it is done in kindness, rather than as a matter of punishment, it would have more effect.

3097. That would be with the better class of them; but with a man determined to do no work, surely you must have some actual control over him?—Then let the magistrates deal with him.

3098. But would you not put that man into a labour colony too?—I would put him into a labour colony; there should be a place of detention, as at Merxplas in Belgium, in which the bad characters might be segregated. The bad cases certainly should be under magisterial control.

3099. If they are under the magistrates, and there is a considerable period of detention, which really would come to imprisonment, there ought to be inspection by some supreme central authority surely?—Yes, by the Home Office.

3100. You would have inspection and control by the Home Office?—I would assume that from the beginning.

3101. Particularly in cases of men who were under actual detention?—Yes.

3102. A form of imprisonment?—It would be a form of imprisonment for the bad cases.

3103. You say you have talked over the subject of short sentences with magistrates' clerks and others?—Yes.

3104. And you have formed an opinion about it?—Yes.

3105. What is that opinion?—Well, the short sentence of a few days, a fortnight, and so on, does not work any remedy; it simply hardens the criminal, and makes him worse than he was before. He gets fairly well treated whilst he is in, but he learns nothing for his good; he goes out, if anything, worse than he entered.

Dr. Henry E. Armstrong. 3106. He does not mind it ?—He does not care.

3107. He rather prefers it than otherwise ?—He gets fed well, and he is kept, as far as I can gather, at an expense of about one-third more than the colony system would cost.

3108. On the whole, you are strongly opposed to the present system of giving tramps short sentences of two or three days up to a fortnight ?—Yes, sir, I am.

3109. Then I would gather that your view is that if a man is to be put in prison at all, it should be for a fortnight or more ?—I think it should be for more than a fortnight.

3110. For some period above a fortnight ?—Yes, for a long period ; a year or more, I should say.

3111. You would hardly put him in prison for a year unless he had committed some criminal offence ?—If he were a tramp I would send him to the colony, which I think is a form of imprisonment.

3112. In your opinion short sentences are not deterrent, and in fact, do more harm than good ?—Yes.

3113. (*Mr. Simpson.*) Of those districts, where smallpox was introduced or spread by tramps, have you any figures to show whether the tramps were in the casual ward or in the common lodging-houses ?—Yes, I have some figures about that, relating to towns, such as my own. In certain districts, of course, there is not a common lodging-house for tramps to go to, and they have to go to the vagrant ward.

3114. It would not be so easy to trace the cause of smallpox to a common lodging-house as to a workhouse, would it ; the records are not so well kept, I suppose ?—In Leeds, for instance, the records have been very well kept by the medical officer of health, Dr. Cameron. He carefully traced the journeyings of tramps in his district, and several other medical officers have done the same.

3115. What occurs to me is that in the common lodging-houses there is not the same means of control of the inmates as in the tramp wards, and that as there are more tramps in the common lodging-houses than in casual wards, one would have expected the number of cases of smallpox traced to the former to have exceeded those traced to casual wards, more than is actually the case. I see the number of districts in which smallpox was traced to a workhouse vagrant is forty-one, and the number of districts in which it was traced to a common lodging-house vagrant is fifty-eight ?—Yes.

3116. I should have thought the difference would have been greater than that ?—I should have thought so myself.

3117. I suppose, probably, the conclusions you have arrived at with regard to smallpox would apply to other infectious diseases ?—Yes.

3118. Only you have not got as good figures ?—I have not the means of getting them. For instance, smallpox is a more recognisable disease to an ordinary onlooker than typhus is. Pneumonia might be suspected for typhus, and *vice versa*. Hence such diseases readily escape recognition.

3119. Take a minor disease, but what is really a very great scourge—influenza ; have you any personal opinion as to whether tramps spread that ?—I have not had anything practically to do with it, but I dare say they may ; it is very likely. Influenza is not notified, and I do not get officially to hear of it.

3120. (*Captain Showers.*) Itch is a very infectious disease, is it not ?—Oh, yes ; and skin diseases of other kinds.

3121. The infection is spread by baths and the beds, especially ?—Yes.

3122. (*Sir William Chance.*) Was the question of labour colonies in your mind when you drew up your report in 1893 ?—No, sir. I had not thought of labour colonies at that time, except in a general way ; in fact, I did not know much about them. I have studied the question a good deal since 1893, and my conclusions have been more decided in consequence.

3123. At that time your remedy was by some other system ?—Yes, mostly by action by the sanitary authority, by isolation, and so on. We have not sufficient power over the people to vaccinate them. That

is one point on which the majority of medical officers of health spoke very strongly at that time.

3124. One of the resolutions passed by the conference in 1894 referred to the examination and bathing of persons entering casual wards and common lodging-houses ?—Yes.

3125. What examination is that ?—A medical examination.

3126. Do you think if the present system of casual wards goes on, that every tramp entering a casual ward should be subjected to medical examination ?—I think so, sir.

3127. That means that the medical officer of the workhouse would have to be present when the vagrants were admitted ?—Certainly, before they were passed on possibly to infect other people.

3128. Vagrants are admitted all through the night in London, if not in the country ?—That should be provided for ; it is only a matter of night-work.

3129. Therefore the medical officer would have to be in attendance ?—I think when the vagrants come in they should be examined ; except that an individual vagrant, arriving during the night might, under certain circumstances, be put into an isolated place by himself till he was examined next morning ; that might be found satisfactory, but he should be examined before going into a ward among other people whom he might infect.

3130. The bath is not a sufficient protection ?—The bath is not sufficient—it is very proper, but it is not enough.

3131. And in your opinion the adoption of the way-ticket system would not get rid of the danger of smallpox spreading ?—I do not think it would be sufficient. The way-ticket system allows a man to go on to another place, and his disease would go with him.

3132. Your idea is to gather up all these tramps ?—I think they should not be on the road. It is given in evidence that they go up one side of the country and down the other. I have lately come across a tramp who has admitted that he has been in Scotland and he has been in London. That is the way with tramps ; they go round the country.

3133. There is an answer quoted on page 3 of your report referring to the Elizabethan plan as being very effective in stopping the spread of smallpox. What was that plan ?—That was the high-handed plan of dealing with valiant beggars ; they were branded in the first instance.

3134. That would not stop smallpox, would it ?—No, they were branded in the first instance, and I think the punishment in the time of Queen Elizabeth and Henry VIII went to the extent of hanging them. I did not think I was going to be asked on that this morning otherwise I could have brought evidence. Another process suggested for dealing with tramps is the castrating of the males.

3135. (*Dr. Downes.*) Have you any statistics to show the relative proportion of the vagrants who come through the casual wards in your district, and those who do not come through the casual wards ?—I got some statistics from the casual wards bearing upon the proportion before the stone breaking task was imposed, but I have not had the means of getting the numbers of the vagrants who went to the lodging-houses.

3136. Can you say roughly what proportion of the vagrant population in your district use the casual wards ?—My impression is, it is only a small portion.

3137. You have said that for 41 cases of outbreak allocated to workhouses, there are 58 allocated to common lodging-houses ; but your report also gives 69 cases in which smallpox was introduced in common lodging-houses otherwise than by vagrants ?—That is so.

3138. So that gives a total of 127 in common lodging-houses, as against 41 in workhouses ?—Yes.

3139. We have had some evidence tending to show that some common lodging-houses are in a very unsatisfactory condition. I think you are aware of the model bye-laws of the Local Government Board with respect to common lodging-houses ?—I am.

3140. Are you aware how far those have been adopted by the urban authorities in the country?—I could not speak generally, sir. We have bye-laws in Newcastle, and the common lodging-houses there are in very fair condition. They have very much improved of late years.

3141. If those bye-laws were adopted and were carefully carried out throughout the country, ought they not to effect a very great improvement in the condition of the common lodging-houses?—I am sure they would effect a general improvement; there is no doubt about that.

3142. For example, they provide for the separation of the sexes?—Yes.

3143. There should be no occasion why a decent woman should complain of having to be associated with persons of the opposite sex who are offensive and worse, perhaps?—Yes.

3144. They provide, also, for accommodation for married couples?—They do.

3145. They provide that the premises shall be kept clean and wholesome?—Yes.

3146. That the cubic space shall be sufficient?—Yes.

3147. And the number of lodgers shall be carefully regulated?—Yes.

3148. Also that the bedding shall be thoroughly cleansed?—Yes.

3149. They provide for a certain number of basins and receptacles for water for common lodging-houses?—Yes.

3150. I think I understood you to say you rather regretted that there were no baths in common lodging-houses?—A bath should be provided as a matter of course; that should be one of the regulations.

3151. Is that in your Newcastle regulations?—No, we have not got it.

3152. You desire it?—Yes. Our regulations have been based practically on the regulations you have now indicated. They were made some ten years ago. We had regulations before that, but these are an improvement. The question of the bath was not insisted upon.

3153. Then the model bye-laws go on to provide for the closet arrangements and the drainage?—Yes, they are excellent.

3154. The disposal of refuse, the airing of bedrooms, and the bedding. Then there are some special arrangements in cases of uncleanness or infectious disease, I think?—Yes.

3155. Are you aware of any reason why such bye-laws should not be universally adopted?—I think they ought to be compulsory; in all the large towns I think they are adopted. I have not made an inquiry, but I take it for granted that all the large towns have adopted these bye-laws, with possibly some alteration in certain cases. They ought to be compulsory, I think.

3156. You think that those that have not done so should be brought into line?—Yes, certainly.

3157. And that the bye-laws being adopted, the proper provision for inspection, and the carrying them out, should be provided?—Yes. I would go a step further, but I do not quite know whether it would be practicable. I think the lower class of common lodging-houses, to which I referred a little while ago, those for tramps alone, should be under the sanitary authority. They should either be owned by the sanitary authority, or controlled by them; that is to say, by a resident keeper on the spot to know exactly everything that went on.

3158. Is there any provision for medical inspection of the inmates of the common lodging-houses?—No; the only inspection is by lodging-house inspectors. If there is anything wrong or suspicious the inspector reports to the medical officer of health who inquires into it promptly, especially if there is suspicion of smallpox. Of late, the keepers of the lodging-houses have all been impressed with the importance of letting us know, and they have let us know, of cases of smallpox and suspicious ailments.

3159. Have you any provision for keeping a register of the people who use the common lodging-houses?—No, sir, we have not that power. It is a very desirable thing.

3160. That would be a desirable power?—Yes. I Dr. Henry E. found, in some of the towns where I made inquiry, they Armstrong. did keep a register, but it is doubtful how it was kept. 23 Feb. 1905.

3161. So that you have no arrangement for the systematic examination of the inmates of the common lodging-houses?—No, sir.

3162. There is no arrangement for their bathing, and there is no register of their movements?—No.

3163. Well, now, to take the case of the casual ward. I do not know whether you are acquainted with the regulations of 1882 as to casual paupers?—No, sir; I cannot say I am.

3164. I may perhaps remind you that one provision is that every casual pauper shall immediately on admission be searched. That must be done by and under the inspection of the master, or a male officer, in the case of a male inmate; or by the matron or a female officer in the case of a female inmate. Then, secondly, every casual pauper must, as soon as practicable, after his admission, be cleansed in a bath; and in a good many places I may tell you, that is done under the supervision of an officer. Now, as far as that goes, do you approve of that, as a step in the right direction?—There can be no doubt about it.

3165. Then are you aware that the Circulars of the Local Government Board recommend that in times of epidemic, there should be a systematic inspection by a medical officer of the casuals in casual wards?—Yes, I am aware of that.

3166. Would there be any difficulty in carrying out that systematically at Newcastle?—I do not think so; it would mean expense.

3167. It might mean some more expense?—But it could be done. I may say that the workhouse authorities in Newcastle have always been very willing to notify cases; indeed, they sometimes report cases to me as suspicious, which are not smallpox. Only a week or two ago we got a case of that kind.

3168. That is vigilance on the right side?—Yes.

3169. But how would you deal with such cases in an out-of-the-way country tramp ward?—That is another matter.

3170. Where you have no medical officer near at hand?—That is the difference.

3171. And a poor union, not inclined to spend much on people who do not belong to them?—Well, some of the country places would not be perhaps very well able to afford it without some other arrangement.

3172. These would be rather a difficulty?—It would be rather expensive, but still smallpox is an expense that has to be met.

3173. Continuing my reference to the regulations, there is also provision for a medical officer being called in always to a casual who is ill, or who requires to see the medical officer?—Yes.

3174. And there is finally a provision for a register of the movements of the casual—showing the day and hour of his admission, and his calling and occupation, his age, where he slept the previous night, and to what place he is going. Now, would you desire to see something of that sort applied also to common lodging-houses, as far as may be practicable?—If it could be done; but I have no faith in the statements of vagrants, especially if they are in any way criminal; they will not tell you a true story, and you had better not be told a story at all than be told an untrue one. It would do no good.

3175. I take it the statements of where they come from, and where they are going, are often very doubtful, but at any rate you have a register of the number of people who sleep in the wards on a particular night and of their names and the statements they make. You have nothing of the kind in common lodging-houses?—No. I once had an experience in trying to trace two men, one of whom was believed to have smallpox. They came from waterworks and were out of work; they had come to Newcastle and had gone to a lodging-house. I found out the lodging-house they had gone to, but the keeper had not the names of the two men wanted. They had given false names.

Dr. Henry E. 3176. It might be possible to inflict a penalty on persons giving false information, might it not?—Yes, it might be.

23 Feb. 1905. 3177. Especially, if they get anything in return in the shape of maintenance?—Yes.

3178. You suggest the remedy of labour colonies, but how would you deal with what I may call the *bona fide* wayfarer?—I would deal with him specially, sir; I think he ought to be helped, quite apart from the vagrant who has no work, and does not want it.

3179. And how would you deal with him?—I have had instances showing that, where *bona fide* wayfarers get into the same groove as the tramps, they may remain there. I know of cases where unemployed workmen in search of work have caught disease by tramping about from place to place, like the ordinary tramp. If such men were got expeditiously from the point where they ceased to have employment to some place where they could get it, it would be a good thing for the country; it would be proper economy on a large scale, it would save their energy, it would be a sanitary precaution, and it would do good in every way.

3180. Had you thought out any means by which that might be done?—I am scarcely justified in expressing my somewhat crude opinions, but it might be done. In times gone by, the vagrants were sent back to their place of birth for economic reasons, and the working men out of work and not in trades unions (navvies, etc.) might be sent to work quickly by special means, in the way that several trades unions do for their members. They draft them from London to Scotland, and so on.

3181. (Chairman.) You mean they pay for their ticket?—I believe so, sir.

3182. (Dr. Downes.) The object is desirable, but the means of carrying it out would have to be considered?—I do not see why it might not be a good thing if it were carried out universally in the case of masons, and navvies and people of that kind. These are the men that come close on the line of the ordinary tramp and they have spread disease several times. Workers in Scotland at waterworks have come on to Durham and Northumberland. I refer to a particular waterworks in Perthshire—the Talla waterworks. The medical officer of health of Perthshire forwarded to me the names of workmen who were supposed to be on their way from there to the works of the Newcastle water company, but instead of that the men went to the works of the North Shields water company, where they presently developed smallpox. One person found his way to Newcastle with smallpox on him, from the North Shields waterworks. They go rambling about. Several of the navvies from the Talla waterworks also went to the waterworks in the county of Durham and developed smallpox there.

3183. So there is a good deal of evidence that the wayfaring working men do spread disease as much as the tramps do?—Undoubtedly.

3184. I think on page 20 of your report, Dr. Cameron, of Leeds, gives some illustrations?—Yes, he gives some very good illustrations.

3185. Of twenty-nine cases mentioned on that page there are two doubtful; that leaves twenty-seven, and of those, eleven, at any rate, are specifically ascribed to navvies and workmen, a travelling hawker, a travelling musician, a tinker, and a piano tuner, who are not regular tramps?—Yes, peripatetic musicians and others of that sort are just as bad as the out-of-work man and the tramp.

3186. So that the problem is not entirely limited to the habitual tramp?—By no means.

3187. You were asked a little while ago what provision was made for isolation of cases of smallpox in vagrant wards?—Yes.

3188. I think you would hardly regard a vagrant ward as the proper place in which to detain a case of smallpox?—No, sir. They have a separation room usually, but it is not intended that they should keep a smallpox patient there.

3189. The great thing is to get the patient away to a proper hospital?—Yes; to a sanitary authority's hospital.

3190. I notice in the list of queries you sent round there is no specific mention of vaccination?—No, sir. My

former report dealt with vaccination. My present report was specially intended to point the moral of the labour colony; I wanted to bring that well out. Everybody knows that vaccination is an important thing, and that it has been grossly neglected in the country. I have very strong views on the subject of vaccination, but I did not think it proper to make them prominent in this report. I would go a great deal further in regard to vaccination than we are doing. I would put on the anti-vaccinator and the conscientious objector the expense of all smallpox.

3191. If we were as well vaccinated and re-vaccinated as, say, Germany?—We should have no smallpox.

3192. Do you think you would have to be here to-day to complain of smallpox spread by tramps?—No; and it would be no hardship then on the anti-vaccinator; he would have little or nothing to pay.

3193. And even if we put the tramp away in the labour colony, we should still be confronted with the problem of smallpox as long as we are not vaccinated?—Yes.

3194. Take the case of typhus; years ago, I think, typhus was spread by the nomadic pauper?—Yes.

3195. But typhus is a disease of which we are not so much afraid as we used to be?—I have not seen any cases of typhus myself for many years.

3196. Although the tramp is still with us?—Although the tramp is with us.

3197. What do you consider to be the cause of the diminution of typhus?—Isolation, disinfection, and reduction of overcrowding in towns. We could deal with smallpox by vaccination, if it were properly carried out, but we have to rely entirely on other measures in the case of typhus.

3198. And, of course, sanitation has improved?—Yes, that has limited typhus.

3199. And if vaccination and re-vaccination were systematically carried out, we should not be troubled with the spread of smallpox by tramps, as now?—No.

3200. (Chairman.) Do you consider the casual ward system is of advantage in preventing the spread of disease—we will say, of smallpox?—Well, I cannot say it is of any advantage in limiting it, because it is a means of collecting together the tramps, some of whom are infected. They go to the casual ward; they may have smallpox on them, so that it is not a means of stopping smallpox.

3201. Do you think it is an advantage in preventing the spread of disease?—I can hardly say.

3202. I mean, owing to the better supervision there?—There is better supervision, undoubtedly, in the work-house than there is in the common lodging-house.

3203. Quite so; therefore, it is rather an advantage than otherwise?—In that sense it is an advantage.

3204. Are not the common lodging-houses a fruitful source of infection?—They are, undoubtedly, although I should, from experience of my own town, say that we have had comparatively little disease in common lodging-houses, leaving out smallpox, of which we have had some cases in lodging-houses. We used to have typhus rampant in the common lodging-houses, and we have not now.

3205. As regards the common lodging-houses, what suggestions do you make for rendering them less likely to assist in the spread of disease?—The adoption of the model bye-laws, the constant watching by inspectors; men should watch common lodging-houses and have nothing else to do; that is in towns where there are sufficient common lodging-houses to occupy one or two men. We have a chief common lodging-house inspector in Newcastle, and two assistants. The two assistants do nothing else, but pay night and day visits, and the lodging-houses are visited every day.

3206. And suppose they come across persons whom they think have something the matter with them, a rash or otherwise, would it be their business to bring it to the notice of the medical officer of health at once?—At once.

3207. And the cases would be isolated, I suppose?—That system has been going on every day during the last

two years in Newcastle, while the smallpox epidemic has lasted. It goes on constantly in fact, but with special vigilance during times of smallpox.

3208. Would you propose the compulsory vaccination of all tramps in common lodging-houses and workhouses?—I am very strongly in favour of that.

3209. Do you not think that would, in a great measure, stop tramping?—If it would stop tramping, it would be doing good, but I do not think it would. The experience in Glasgow showed a year or two ago that tramps were not only willing to be vaccinated, but that they sometimes went and got vaccinated on the other arm, in order to get another half-a-crown.

3210. It would probably be worth while for the State to pay them half-a-crown to be vaccinated?—I think so, except that there is a temptation to fraud. I have seen a man with recent vaccination marks on each arm.

3211. I am not suggesting it should be done?—No.

3212. (*Mr. Simpson.*) It is also a very good excuse for not working?—Yes. In Newcastle we compensate a working man; if the vaccination is such as to interfere with his work, we pay him his wages.

3213. (*Captain Showers.*) By section 83 of the Public Health Act, 1875, the keeper of a common lodging-house, in which vagrants are received to lodge, must from time to time, if so required by the local authority, report every person lodging in the house to them. Is it required by you?—Yes, it is required by us. We get reports of that kind, but we rely more on our own observation. I asked that question in my query no. 7—"Have you put in force the provisions of section 83 of the Public Health Act, 1875?" And the reply in fifty-six of the districts was that systematic inspection was the sole or chief means relied on, and practically that is the case with us.

3214. For what period is the report made?—It would be from day to day. If a lodging-house keeper has once had experience of the bother he is put to with a case of smallpox, he is more on the alert to prevent the trouble again. For instance, in some cases we have had to close a lodging-house, and that in a lodging-house with thirty, forty, or fifty inmates is a serious loss to the lodging-house keeper.

3215. Quite so?—The sanitary authority give compensation sometimes; in one instance they gave a lodging-house keeper £33 in compensation for loss of income.

3216. I see that failure to make a report renders the lodging-house keeper liable?—Yes; and if the lodging-house keeper knows he will be fairly treated by the sanitary authority he is willing to report. I have no fault to find with lodging-house keepers in Newcastle now.

3217. I gather that you consider that the thing for these tramps is a penal labour colony—I mean a place where magistrates could send tramps for one, two, or three years, it may be, till they become decent members of society and have learned some trade?—Yes, but as far as possible I should like to see the penal element kept in the background. Let the men think it is done out of kindness to them, rather than to punish them. The penal element should only apply really to the bad characters. There are many people in lodging-houses who are very decent people indeed, but down in the world, and out of work, and who have got into a bad groove. To punish them for that alone is rather hard.

3218. Do you think people would go to these labour colonies voluntarily?—I think provision is made in some of the foreign labour colonies for persons who may go in voluntarily.

3219. Then would you divide a labour colony into two divisions—the voluntary and the compulsory?—Yes, I think they might require to be separate colonies. It is rather a complex question.

3220. (*Chairman.*) Would you have a labour colony for both sexes?—The sexes should be separated in the colonies. In different parts of the Continent different systems are in force. I believe that in some places there are little settlements where a man and his wife can live together, but the colonies that I have had in mind for

England are not of that class. I would keep the sexes separate. *Dr. Henry E. Armstrong.*

3221. What proceedings have you taken against the keepers of common lodging-houses?—In one instance we took proceedings against a keeper for not notifying a case of smallpox. The smallpox patient, a lodger, was a tailor, who went backwards and forwards to Forest Hall, a village near Newcastle, with smallpox on him for three weeks. He was the cause of the death of the man who employed him at Forest Hall, and the cause of two or three other cases of smallpox. He also brought it into the lodging-house. He was known to be sitting at dinner with a party, among whom were the lodging-house keeper and his wife, whilst the eruption was out on his face, and they failed to report it to us.

3222. They failed to report it, and you proceeded against them?—They pleaded ignorance, but we proceeded against them.

3223. Were they convicted?—They were let off with a small penalty.

3224. Have you had any other cases against lodging-house keepers for failure in the sanitary arrangements?—Not many; extending over a number of years we have had a few cases; the Newcastle lodging-houses are really in very fair order.

3225. Yes, so I understand. I did not know whether that was the result at all of proceedings against those who did not keep them in good order?—No, sir. The lodging-houses are largely occupied by decent working-men, and the rooms are fairly kept. In some of the houses are bed-rooms with beds for people who are charged a shilling a night. That, of course, puts a house into a higher position.

3226. In those, of course, there is very little danger of disease from infection?—Sometimes disease does break out amongst the people in them; it may be brought in by the nightly lodgers. Constant lodgers who pay by the week or month should not be placed alongside of tramps who may bring disease in from outside at any time. The nightly lodging-houses should be separated from the others.

3227. I should have thought that there would have been more separation in the case of the shilling-a-night people?—Not always. I know of a case where smallpox was brought by a tramp into a house where there were several of these shilling-a-nighters, quite a respectable place. When the keepers have empty beds they will take anybody in for a night, and they will charge them sixpence if they cannot get a shilling.

3228. (*Mr. Simpson.*) How many men did you say you employed in Newcastle inspecting common lodging-houses?—We have three lodging-house inspectors, two constantly doing that work and nothing else, and the supervisor. We have not a large number of common lodging-houses.

3229. (*Sir William Chance.*) How many?—I cannot mention the number at the moment, but we have under 2,000 people living in lodging-houses; it is not very much.

3230. (*Mr. Simpson.*) The inspectors of common lodging-houses are not police officers?—No, sir. They were at one time, but they are now under the sanitary committee.

3231. Of course, the inspectors have become regular experts in the matter, having acquired a great deal of knowledge?—Yes, they are specialists.

3232. You recognise that it would be quite impossible to inspect common lodging-houses in small towns and in country districts, in anything like such a systematic and thorough way, as you can do it in a big city like Newcastle?—Yes; they would not engage separate men; there would not be enough work to justify the outlay.

3233. (*Dr. Downes.*) But in small towns they have sanitary inspectors who might discharge the duty where the work is not sufficient for a special man?—Yes, perhaps one inspector in a small town would do all the sanitary work, including the lodging-houses.

3234. Because it is a small town, there is no reason why the lodging-houses should not be inspected?—No, that is no reason why it should not be done.

MR. CHARLES SIMMONS, called; and Examined.

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3235. (*Chairman.*) You are the superintendent visiting officer of the Metropolitan casual wards?—Yes, sir.

3236. How long have you been in that position?—Twenty-three years.

3237. And what were you before then?—Visiting officer, for seven years.

3238. And what are your present duties?—To inspect the casual wards and see that they are properly carried on, and that the diet is given to the tramps according to the scale laid down by the Local Government Board.

3239. How many casual wards are there in the Metropolitan district?—Twenty-eight, sir.

3240. (*Mr. Davy.*) By whom were you appointed?—The Local Government Board.

3241. (*Chairman.*) You have had a pretty good experience of casuals as well as of the wards?—I have, sir.

3242. You only speak with regard to the Metropolitan district?—That is so; I do not know anything about the outside wards.

3243. Are the Local Government Board regulations generally enforced as to bathing, detention, dietary, and tasks?—Yes, sir, they are carried out very well, generally speaking, all over London.

3244. Would you describe to us what is the usual course pursued in the case of a person applying for admission to a casual ward?—Any destitute person applying for admission is admitted and searched, and his belongings are tied up in a parcel and placed in a receptacle for the purpose; admission is from 5 in the evening till 8 in the morning really, but they do not come in as late as that.

3245. Any time during the night?—Any time during the night the casual wards are open. The man gets his supper when he goes in, and when he gets up in the morning he has his breakfast, and then he goes to work. The work depends on what task is in force for the casual ward he is in. In some places they have nothing to do but pick oakum. In some casual wards they have stone breaking as well; some chopping wood.

3246. Is there a task in all the wards?—There is a task laid down by the Local Government Board. It varies in different casual wards, according to what the guardians think most fit for the casuals to do. Stone breaking will vary from 7 cwt. to 10 cwt.

3247. (*Mr. Davy.*) The same kind of stone?—Yes, very nearly.

3248. (*Chairman.*) What is the task in the case of a female?—In some of the wards now they do nothing but cleaning, and washing and mending clothes; and in some of them they get 2 lbs. of oakum to pick. They often ask for oakum where it is not given; they do not like to sit without something to do during the day.

3249. What does the dinner for men consist of?—8 ounces of bread and 1½ ounces of cheese.

3250. Any tea or anything of that sort?—No tea, sir.

3251. Porridge at breakfast, I suppose?—Breakfast and supper.

3252. At what time is the supper?—Between 5 and 7, sir—it depends on the time of the year.

3253. I suppose these meals are according to regulation?—Yes, sir.

3254. Are they sufficient?—Oh, yes; the casuals never complain to me that they have not had enough.

3255. (*Captain Showers.*) What do they get for supper when they first come in?—6 ounces of bread and a pint of porridge.

3256. (*Dr. Downes.*) Would they get that if they came in late?—Yes, it is always there hot for them when they come in; it is always kept hot.

3257. (*Chairman.*) What is the difference in the various unions; there is a difference, both as to detention and task, is there not?—Yes, sir. There are twenty-eight casual wards, and there are twenty-eight authorities for working them. Each board of guardians has a different opinion upon some point or another. Some boards of

guardians say the casuals are working men honestly looking for work, and there is no doubt they are, but they know where they are going to get it. When they leave they know to what casual ward they are going, and whether they are going to break stones or pick oakum.

3258. Is there a great difference between the tasks?—No, not a great difference, sir. The only thing is whether the task is carried out properly; in some places they are not at all particular whether half of it or a quarter of it is done.

3259. Are those places more popular?—Yes, they are, sir.

3260. The wards where the tasks are not strictly carried out?—Yes.

3261. Now, does each casual have a bath on admission?—In every case; and there is a clean towel for every one.

3262. What about search?—Each man is thoroughly searched.

3263. There is no difference in that?—No difference at all, sir. They are all searched.

3264. Every casual ward the same?—Yes.

3265. Can you tell me of any wards where a task is not enforced?—Yes, at Poplar. The guardians there say they do not think a casual ought to be kept in and set to work; they do not think it is right he should work, and the casuals at these wards do not work. They go in at night, and they are discharged the next morning when they have had their breakfast. A few of them only are kept in for cleaning work.

3266. Is that casual ward more popular than others?—It is very popular, and a great many tramps are refused for want of room; sometimes as many as forty are refused in one night.

3267. Then the lack of work seems attractive?—It is, sir.

3268. What is the total accommodation for vagrants in the various casual wards in the Metropolis?—There are 1,935 beds; 1,248 for males; 449 single beds for females; and 119 double beds—that is for a mother and child or children.

3269. Well, now, is that sufficient?—It is quite sufficient, as far as I can see.

3270. We have been told that during the last twelve months there has been rather exceptional pressure?—Yes, there is, sir, on a few wards, but on some wards there is no pressure at all; in fact, they are never full.

3271. Not even in the last twelve months?—Not even in the last twelve months.

3272. Then if there has been pressure in one ward, there has been possibly room in another one near enough for the casuals to go to?—Yes. I have been in a casual ward at night when a lot of tramps have been waiting to go in. They have watched me in; they all know me pretty well; and they have been there when I have come out again. They said, "Mr. Simmons, are they full?" "Yes, right full up." They said, "We thought they were not full." "If you are after a night's lodging; you know where to get it—a little to the west." "No; d— that place; we're not going there."

3273. What was the place?—In the place they were trying to get into they would have been given oakum to pick; in the place I wanted them to go to they would have had 10 cwt. of stone to break.

3274. Can you tell me what is the largest number of women received in the casual wards in any one night?—No, I could not tell you; the women's places are never full; if one ward should happen to be full, another close to it has got room for them; it is the men chiefly that get refused. You see one man will be refused at three or four wards in one night. Perhaps he will go to the City ward—that is always full; he will then go to Little Gray's Inn Lane (the Holborn wards)—they fill up quickly; then he will have to go somewhere else for a lodging.

3275. As to these wards which you say fill up quickly: what is the reason for that?—A light task; nothing but oakum picking.

3276. Any better food?—No.

3277. (*Dr. Downes.*) It is the same diet throughout London, is it not?—Well, not quite; there are one or two places where they get broth for supper instead of gruel, and in one ward they get soup for dinner four days in the week instead of bread and cheese.

3278. Which ward is that?—Kensington.

3279. Does that make any difference in the applications?—Not more than that they are always full, sir.

3280. (*Mr. Simpson.*) You do not notice any difference in the applications on the days when they get soup for dinner and the other days?—No, sir, there is no difference.

3281. (*Chairman.*) Now, among the casual paupers, according to your experience, what proportion is there of those whom you would call working men—I mean, men who would work if they could get it?—I once said there was 3 per cent., but I stretched my conscience when I said it, because I do not believe there are more than 2 per cent.

3282. You say not more than 3 per cent.?—I do not believe there is more than 2. There may be a time—such as when the large docks were being made in London—when you would have the real genuine working-men, who would come in at the north end of London, and would be seen by the officer on the south side travelling on their way; but unless there is anything of that kind going on they will not go. One of my officers knew where there was plenty of work for five or six men, digging at 4s. a day, and he spoke to three or four able-bodied tramps, and asked them to go there and work. They said, "Where is it?" He said, "It is at Erith." They said, "Oh, that is too far away from London." They could not go so far as that for 4s. a day.

3283. But is there not casual ward accommodation for them near Erith?—I doubt it, sir. If there is, it is not like the accommodation in London. You see the accommodation in London now is very good; casual wards are so nicely fitted up, and everything is so regular and clean for them, that they do not like to go away from London. That is the great evil when anything of the kind comes on, like the Lord Mayor's fund. Anything like that brings a lot of countrymen into London; when they are hard up for a lodging they go to a policeman; he recommends them to the casual ward, and they find the accommodation so good and so nice, that a good many of them forget to go out of London again, and they stay there.

3284. (*Sir William Chance.*) You have, I suppose, noticed them when they first come in as newcomers, and have seen them afterwards when they have become habitués?—Oh, yes.

3285. (*Chairman.*) Well, now, what would be your suggestion for making the life in the casual wards less attractive?—There is only one thing I know of. I have spoken of it a good many times. I do not suppose it will ever happen, but I want them all placed under one authority, so that there would be uniformity of discipline. Now there is none. A tramp goes into one ward; the guardians consider he is a working man, and tell you to treat him as well as you can, and do not enforce the task of work sometimes. He will go from them to another casual ward where the guardians say, "Give him the no. 1 diet, and let him do the task laid down by the Local Government Board; he is nothing but a tramp, and he is living in London on the ratepayers." So there he gets the difference.

3286. Does he come back to the latter place much?—Not very often, sir.

3287. Are there many cases of men who are known to go the regular round of the casual wards in London?—Oh, yes, hundreds of them. At some wards they are as regular as the clock on the wall, about one to two days over the month they go regularly.

3288. Can you say what percentage of the actual casual ward men go the round of the casual wards—men whom you may say live in the London casual wards?—I have here a list of habitual tramps numbering about 950, I think, who practically live in the London casual wards.

3289. Do you know what their ages are?—Yes, sir. I can give you an analysis of their ages. There are

767 men on the list, and of them there are 196 between twenty and forty years of age; 201 between forty and fifty; 192 between fifty and sixty; 165 between sixty and seventy; and 13 over seventy. Of 200 women, 15 are between the ages of twenty and forty; 59 between forty and fifty; 63 between fifty and sixty; 51 between sixty and seventy; and 12 over seventy.

3290. And those are men and women who apparently have made up their minds to live in the London casual wards?—Who live in the London casual wards. You would scarcely believe it, but several times just recently I have met with some of the old ones over seventy years of age, and I have strongly advised them to go into the workhouse. The reply to me is, "I cannot get in, Mr. Simmons." I say, "I will tell you how to get in." He will tap me on the shoulder, "Do not trouble; I am not going into a workhouse; I am not going to give up my liberty; the casual ward is my home, and I mean to stop in it." I have tried it with men and women; I have got the same answer from them all. They will not go into the workhouse; they prefer the casual ward. When you come to consider that they get three days' holiday in the casual ward every week, you do not wonder at them not wanting to go into the workhouse.

3291. Besides liberty, they have the chance of picking up a great deal by begging?—I do not know; I have only seen one regular casual begging all the years I have been travelling about London—only once, I saw a man with his wife and two children.

3292. You say you have only seen one case of a man whom you knew to be a casual begging?—Yes.

3293. Was he an old man?—No, a young man; about thirty years of age then.

3294. Did you speak to him?—No, sir, I did not.

3295. Was he begging for food or for money?—He was singing in the street for money.

3296. Singing?—He had a woman and two children with him; the woman was supposed to be his wife, and the children were supposed to be his children, but after he died we ascertained that the woman was only living with him; they were not married. Now, that is the only case that I have seen of a regular casual begging.

3297. Did the woman and children go into the casual ward with him?—Yes.

3298. Then, it is clear from your evidence that the London casual is not a beggar as a rule?—He is not a professional beggar.

3299. Then what do these men do with themselves when they are not in the ward?—You can see them lounging about in the road at different places. If there is anything to be seen, or anything going on unusual, they are there, even if it is the Derby; in the Derby week they are off to Epsom.

3300. (*Captain Eardley-Wilmot.*) Their idea of pleasure in life is absolutely to do nothing?—That is it, sir.

3301. How do they live if they do not beg or work?—They live in the casual ward.

3302. For three days they are free?—They have their breakfast when they go out and their supper at night.

3303. They live on that?—I would not say that. I have seen as much as half a bushel of bread shot down outside a casual ward gate after they have gone in.

3304. How do they get this food?—They get plenty of charity at the east end of London.

3305. Forced upon them?—Put on them. Walk down the Mile End Road at the time the occupants of the casual wards come out in the morning, and again in the evening, and you will frequently see a working man stop and give a fellow a penny. They do not ask for it. I once went with Mr. Long, the present President of the Local Government Board, when he was Parliamentary Secretary, to some of the wards. We went into three wards in the east end of London, and in each ward we saw the occupant's bread that he had had given to him when he went in at night. "Why, man, you have not eaten your bread," said Mr. Long. "No, sir, not hungry; eat it to-morrow." Mr. Long made some remark to me, and I said to him, "You wait till we go to the west end of London, you will see no bread there." And true

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enough when we did go round to the west end wards there was not a scrap of bread to be seen. The east end of London is a lot more charitable to the poor than the west end.

3306. (*Chairman.*) They leave their bread outside?—They had had enough, as much as they could eat. And I have noticed the women too. They have their gruel given them; perhaps they will eat half their piece of bread and put the other half on the pannikin that the gruel is in, and walk off to bed leaving it; they will not touch it; they will not take a spoonful of it.

3307. Where do they get their food then?—It is given them, sir, about the streets.

3308. But does not that constitute begging?—Well, I do not know whether it would, sir.

3309. (*Dr. Downes.*) Do the casuals look ill-fed?—No, sir; you would be astonished, if you went into the bath-room to-night, to see the habitual tramps with their well nourished bodies and good limbs.

3310. (*Chairman.*) Able to do quite a good day's work?—I will give you an idea of an old tramp—one I have known for fifteen years; he was in the casual wards, and the guardians' casual ward committee went in just after dinner. When they unlocked the door of his berth and looked in he was sitting there doing nothing. One of the guardians said, "How is it you are not at work, my man?" He said, "I have done my task." "Oh, what task?" "I have broken 10 cwt. of stones," he said. "Have you really broken them?" For answer, he opened the door, and there was the place swept nice and clean and the stones all broken up. "What had you for supper?" "Six ounces of bread and a pint of gruel, and the same for breakfast." "What did you get for dinner?" "Eight ounces of bread and an ounce and a half of cheese." "Could you break stones on that?" "Yes, sir, and he is a lazy devil that cannot do it. That is plenty of food, enough to break stones on. I have done it for years and I have done it to-day, and there it is."

3311. (*Mr. Davy.*) But he was an expert stone breaker?—I expect he was, sir. But they talk about 10 cwt. being a big task; when you find a man will go into a casual ward and break three 10 cwt. in one day, it is not such a heavy task, you would think.

3312. How do you mean he would break three 10 cwt. in one day?—There was a man went into a casual ward where he had been within the month, and the superintendent said to him, "You will be detained." "I cannot help it; I must come here to-night." And he booked him in. The man stood on one side till the superintendent had done talking to the rest; then he went to the superintendent and said, "I want to ask you a favour; if I break three days' task of stone to-morrow will you let me out in the evening when I am done?" "Well," the superintendent said, "if you can break three tasks I think I should." "Very well." He went to work in the morning; he soon cracked up the first 10 cwt.; he went into the next place, which happened to be an empty berth, and cracked up his second 10 cwt. His third 10 cwt. was in the berth next to him, but he did not like that one, so he actually carried his third 10 cwt. of stone from that one into his own berth and cracked it all up, and went away at five o'clock whistling. That is one man's work, sir. The superintendent asked him what he wanted to go for. He said he had some work to do. He said he was going down on to a farm to pull wurzels, if he could get away that night. The superintendent said, "How about your night's lodging? You can go out in the morning as soon as you like." "I can get a night's lodging down there, where I am going to."

3313. (*Chairman.*) Do you know whether he went to the wurzels; or was it to the Derby?—No, I do not know; it was somewhere down towards Epsom, somewhere that way.

3314. He will come again, no doubt?—Oh, yes; there are a good many tramps that do not stop in London all the year round. I could hear them talking when I was a visiting officer and amongst them. "Where have you been, Jack?" "Oh, I have been all round." "Oh," he says, "have you?" "Yes." "How did you get on down in the north?" "Oh," he says, "all right."

"What about Carlisle?" "Oh, I did not go there." "You did not go to Carlisle?" "No." "Why?" "Why, there are no tramps go there; it is a hard day's work cleaning, if you go there." Well, that was a singular thing. About a week afterwards, one superintendent had a visit from a brother officer in the workhouse at Carlisle who said, "How do you get on for tramps?" "Oh, there are plenty of tramps in London as usual; how are you off?" "Oh," he says, "we cannot get enough to clean." Now I thought that tramp must have told the truth, you know.

3315. What cleaning would there be for the tramps to do at Carlisle?—The scrubbing and the washing up.

3316. Cleaning the yards, and so on?—Oh, no; cleaning inside the wards. The wards are cleaned every day. You can go into a ward and you might eat your meals off the floor any day, they are kept so clean and nice. There is a certain class of tramp about London that are first-rate cleaners, and where there is cleaning to be done, they get it. If I were a superintendent I should not put a man who did not know anything about cleaning to do the job, because if you did, and you had a nice floor, instead of it being a nice clean one, you would find it a cloudy one in the morning when you went to look; he would have made it worse than it was before. They look out for cleaners.

3317. (*Dr. Downes.*) Is the cleaning task a time job, as a rule?—No, it is a task; they are generally done about two or three o'clock; they do not trouble themselves about that. It has been made a task in some wards now by the Local Government Board.

3318. (*Chairman.*) Then what I understand you desire, is to get an absolute uniformity of task and practice in London casual wards?—Yes, sir; I think if that were done you would reduce the London tramps to a minimum number; you would never get rid of them; if you could not get rid of them by hanging them, you will not get rid of them now; they used to hang them at one time.

3319. Do you think the task is a sufficient one?—Yes, I think it is, sir; because if a man has not been into a casual ward more than two or three times, he finds it is rather hard; but for a man that is living in them, it is an easy task.

3320. The weak man, I suppose, has always got the power of reference to the medical officer?—Yes.

3321. I mean if he is really a weak man he can always apply to the medical officer?—He has always got the medical officer; if he cuts his finger there is the medical officer for him.

3322. Have you had experience of hearing men talk about the difference between going to prison and going to the casual ward?—Yes, I have; I have had rather too much of it just lately, sir. "Where have you been to?" "Oh, I have been to prison." "What have you been there for?" "As usual, Mr. Simmons, refusing to work." I have here the particulars of sentences given to certain men. One man here has been to prison eight times for twelve months at a time; he has had eight twelve-months' sentences; and if he does not like prison better than the casual wards, I do not know anything about it.

3323. Would you not say that it is rather exceptional for a man to go back to the casual wards after having twelve months. That would be twelve months hard labour, I suppose?—I am sorry to say the second or third night after he is out of prison he is in a casual ward; and he will tell the superintendent in the morning, "I did not come here to work; I only came here for a night's lodging; I am not going to work; you can send for the constable as soon as you like."

3324. Have you another case?—Yes, here is another man with a lot of short sentences up to six months. Then there is one of twelve months. He was due to come out on the 9th of this month, but he is out and sent into prison again on the 29th December.

3325. Have you had a talk with that man?—Both of them, sir. It is a singular thing; he is a thorough tramp. My four officers go about, and yet not one of them knows that man; he is no sooner out of prison than he is in again.

3326. Did he tell you what made him have this particular affection for prison?—He says it is better than the casual ward.

3327. (*Mr. Davy.*) As regards the first of these men, it appears from your paper that he was first convicted on the 2nd August, 1894?—Yes.

3328. He got seven days; the last sentence you have here was on the 26th July, 1904?—Yes.

3329. And between these two dates he has been convicted nineteen times?—Yes.

3330. And eight times he had a sentence of a year?—Yes. After the last twelve months he came out and went into a casual ward—St. George's in the East—and he would not do his work; he wanted to be locked up again. The superintendent said, "I am not going to lock you up this time." He kept ringing his bell to know why the policeman did not come, and the superintendent kept putting him off. It is quite true, sir.

3331. (*Mr. Simpson.*) There is another point. He was apparently twenty-five years of age when he first started; he is still not over middle age?—No, I should not think he is.

3332. (*Mr. Davy.*) Is he able-bodied?—He is so far able-bodied that the doctors always pass him as fit to do his work. The superintendent will not take him before a magistrate without a doctor's certificate to say he is really fit to do his task.

3333. How do you get these particulars as to sentences?—I inspect every casual ward, and at each one I get the prosecutions from the time I was there before to that time. I keep a book, and I have got about 18,000 prosecutions entered in it.

3334. (*Sir William Chance.*) You said this man kept ringing his bell for the policeman?—Yes. The last time he rang his bell, when the superintendent went, he tore up all his clothes. He said, "Now, there, you will have to lock me up." He guessed, I suppose, that the superintendent did not intend to lock him up for refusing to do his work that time. I think that was his third prosecution from the same place—St. George's in the East.

3335. (*Mr. Davy.*) For destroying clothes?—Refusing to work and destroying clothes.

3336. (*Mr. Simpson.*) After that, he destroyed his clothes on two other occasions apparently?—Yes.

3337. I suppose he found that was the only way of getting into prison?—I expect so, sir; for the superintendent's own safety, if a man tears up his clothes like that, and refuses to work, he is bound to lock him up; because if he did not lock one up to-day, he would have six to-morrow, and the next day twelve, doing the same thing—if they could tear up a suit of clothes, and not go to prison for it.

3338. (*Captain Eardley-Wilmot.*) Prison is a deterrent?—To some of them.

3339. To eleven out of twelve, I gather?—It is no deterrent to him.

3340. (*Chairman.*) I think, Mr. Simmons, you would say this man is an exceptional case?—To a certain extent, but I am sorry to say there are several other cases almost as bad.

3341. Of men who have had frequent long periods of imprisonment and still come back to the casual wards?—Yes.

3342. Perhaps you will let us have particulars of a few of those cases?—I will, sir. (*See Appendix XI.*)

3343. What effect has the three to seven days' imprisonment, do you think?—I do not know; I do not think they like anything under twenty-one days. If you go over twenty-one days it is all right, and they will take every care to do all they can to persuade the magistrate to give them more than twenty-one days.

3344. (*Captain Eardley-Wilmot.*) Why twenty-one days?—I do not know, sir; I have never been in prison.

3345. I do not know the particular significance in twenty-one days?—There is something in the sentence up to twenty-one days that they do not like.

3346. (*Chairman.*) Anything in the diet?—There was a tramp brought up for refusing to do his task of work, and he was taken before the magistrate. The magistrate said, "Why did you not do your work?" "What the b——h—— has that to do with you, you old b——?" "Ah, my man, I know what you are aiming at as well as you do," said the magistrate—"twenty-one days." The

tramp wanted to get a heavier sentence than twenty-one days; he would have been all right then. *Mr. Charles Simmons.*

3347. Now, you have had a pretty good experience of this class of men; what would be your remedy?—Well, I will tell you honestly, sir; I do not know what to make of them; after all this experience, I can scarcely tell you anything, that really I could vouchsafe would not occur again with them. They are as variable as a weathercock. You go into a casual ward, and you would expect to find it full; it is naturally about the way they are drifting. You go and you find only half a dozen there. You go to another ward, where you do not expect to find them, as they would naturally be going the other way; it is full. You cannot account for them in any way; they are a singular class, and they are a class that only a very few people who have to deal with them know anything about. Year after year they are there, and there they stick. They are casuals, and casuals they will remain till they go into the infirmary and die.

3348. I suppose there is a great deal of what you call community of information among them?—I will guarantee to say, if you were to post up a notice in any casual ward you like to-day—this is Thursday—that the casual wards would be closed on Saturday, there would not be an applicant for admission on that day; it circulates like electricity almost; you may hardly believe it possible. I have been a little behind the curtain; and I know that a number of them meet at a certain place of a morning from perhaps three or four different parts of London.

3349. If there was any change of diet in one workhouse, would that be passed round directly?—Well, I am very pleased to say there are only two places now where there is any variation from the regular diet. There were a good many at one time, but the guardians have gradually come to see that it was only an inducement to tramps to come into their wards, and they fell back on the ordinary diet.

3350. If the soup were cut off at Kensington, would it be known all round London the next day?—It would, sir; it would not be more than two days before it was known all over London; they would not fill up as they do now.

3351. What percentage of the casuals are there, do you think, who prefer prison life to ordinary casual ward life?—I do not know.

3352. Could you not give any idea?—You see there is such a lot of them convicted in the year.

3353. Well, what is the annual number of those convicted in the Metropolis?—1,187 last year. That is more than there has been before for a long period of years. Here are the particulars for last year. (*Return handed in—see Appendix XI.*)

3354. I suppose there was a very considerable increase in the total number of vagrants last year?—No, there was not a very great increase in the number of vagrants. The number was 183,354 in 1903; it was 189,003 in 1904. There was an increase of 6,000.

3355. (*Dr. Downes.*) Could you give us the number of the convictions for previous years?—Yes. In 1903 there were 991; in 1902, 857; 692 in 1901; and 504 in 1900.

3356. (*Chairman.*) A good many witnesses have been in favour of having some system of labour colonies; have you thought of that at all?—I have thought of it a good deal, sir. I dare say you would succeed in getting a few there, but I do not think you would get the old habitual tramps there. They are not working men. If you give them a job for a day or two days perhaps, they might do that, but you must not expect them to work longer; they do not like working longer than a day or two.

3357. It might not be a case of liking if they were committed to be detained there?—If you could get them there and keep them there, sir.

3358. Yes?—I do not see how you can mend matters with an old tramp; because, if you had an old tramp there, the next morning your labour master would want to put him to work, would give him a shovel and say, "You go and do so-and-so." What would be his answer? I can tell you. He would hand the shovel back to the labour master and say, "You do the work yourself; I did not come here to work." Then you would say, "Lock him up." That is the very thing he would like. In the way prison is conducted now he would like it better than he does the casual ward or anything else. I have been looking at the question in all those sorts of lights, sir.

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3359. You do not see that any compulsion could be exercised to make him work?—I cannot see it, sir. What could you do? Some gentleman has said, "We would feed him on bread and water." If you could get the House of Commons to pass an Act of Parliament to put the tramp on bread and water, you might do it; but I am very doubtful if you will ever get them to consent to such a thing as that. They would say it was worse than penal servitude. In my list there is about 950 habitual tramps. The total number of casuals would average about 1,700 or 1,800. A lot of them are young fellows. If you could get hold of them when they first come into the casual ward and get them away, something might be done. But I must tell you the truth about it; the Salvation Army have tried, and the Church Army have tried, but neither of them can succeed with the tramp; neither of them can keep him out of the casual wards. If he goes to them it is only for a few days, and he is back again into the casual ward; and I say, if those two societies cannot do anything for him, I am afraid there is not any other that can lift him out of the rut he is in.

3360. But in neither of those cases have they any power of compulsion. If you were to add compulsion, and a man was committed to a labour colony, as he would be committed to prison?—He would say, "I have come here, but I have not come here to work."

3361. Now, you have had a pretty good experience of tasks of work; is there any task that you can suggest as a better one in the case of men who are not up to doing stone breaking, we will say?—Well, they can pick oakum, if they like. When a superintendent finds a man is not strong enough to break stones he gives him four pounds of oakum to pick. If a man comes into a casual ward and says, "I cannot break stones, but I will try my best," and fails, the superintendent says, "Here, come out of that and pick some oakum."

3362. As a practical man, have you any suggestion to make with regard to task?—I cannot suggest any other task, sir. The only difficulty is that if you put them to a task, by which you interfere with outside labour, you will not be long before you know of it; you will soon have a procession or something from the trades affected to the House of Commons to know why they are to be cheated out of their living by paupers.

3363. I think you said there is wood chopping in some of the wards?—Yes, in some of them they chop wood; principally for their own consumption.

3364. Do they make anything out of that?—I dare say they do; they tell me they do not make anything out of the oakum now.

3365. I think in some places they do make something out of wood chopping?—I believe they do. In one or two places where they were doing a fair trade they have had to discontinue it.

3366. (Mr. Davy) Why?—It interfered with outside labour; professional wood choppers very soon began to kick up a bother about it.

3367. (Chairman.) You have some good stone breakers in the wards, I suppose?—Yes, there are some very good ones in the casual ward, I can assure you; men who think nothing of knocking off 10 cwt. of stone by ten or eleven o'clock in the morning. Then they have finished, and they have nothing to do but sit down all day.

3368. Have you had experience of the shelters in London—Salvation Army shelters and so on?—No, sir, I have not. I have kept clear of those shelters; and common lodging-houses have not come in my way.

3369. I am not suggesting that they have come within your actual official duty; but I thought you would have had some knowledge of them?—No, I have not. There is only one thing—I have no business to say it, I know—I have seen cases myself of men who have come out of a Salvation Army shelter into a casual ward to be cleaned, because they were actually walking about alive.

3370. Have you any knowledge of what the supervision of those places is?—No, I have not. I have never been in them; I thought I had quite enough to do with the casual wards.

3371. I thought perhaps you might very likely have known from your own clients?—I will not tell you from

hearsay; I do not believe in hearsay tales; I like to know from actual facts.

3372. You do not believe everything you hear in the casual wards?—Oh, no, not by a long way.

3373. (Mr. Davy.) What staff have you got?—Four officers, sir.

3374. And what are their actual duties?—To visit the casual wards and point out to the guardians' officers any of the tramps that they have seen once before within a month; point them out as being liable to detention; and they are kept at most places. There are one or two places where they are not kept; Poplar, for instance, and at Whitechapel they do not keep them.

3375. Neither Poplar nor Whitechapel have the four days' detention?—No.

3376. Do you suppose that tramps, as a rule, sleep in the casual wards several times in the same month?—Oh, there are hundreds of them sleep for a month in the casual wards. If I were to start as a tramp to-morrow I could have fifty-six nights' lodging and be a stranger at every place I went into.

3377. For the first time round?—Yes, there are twenty-eight casual wards, and the first round you go you take fifty-six nights doing it, provided you are not pointed out by our officers.

3378. Your officers do not visit each tramp ward every night?—No, they cannot visit all the wards every night. Each ward is usually visited three times a week.

3379. So a man might go a considerable time without being identified?—The probability is he would be caught in the second or third ward. My officers often identify a man whom the superintendent says is a perfect stranger; but they have seen him in other places three or four times within the month.

3380. Do they make any record of where they have seen him before?—Oh, yes, each officer keeps a record of that.

3381. So a man is not detained simply on the statement of your officer; he must say where he has seen him before?—The guardians' officer says, "Where have you seen him?" "At such and such a casual ward on such and such a date." So it can be verified at any time that he was there and was seen there.

3382. You have no authority over the guardians, I suppose?—No, sir.

3383. You cannot enforce the two days' detention, for instance?—No. If I see anything that is not according to the regulations, I generally make it a rule to call the superintendent's attention to it, and ask him to speak to the casual ward committee and get it rectified; and I am pleased to say in 99 times out of 100 I succeed in getting it done without any trouble. It saves making reports and answers, and all that sort of thing; I get it done easily.

3384. Then you know many hundreds of tramps by sight yourself?—I do not now, sir.

3385. You do not do any identifying work now?—No, not now. I have quite enough to do to see that the places are kept clean and tidy, and the casuals get all they ought to have—that their bedding is sufficient and so on. The places are a good deal warmer than I would like, but even then I have had a tramp, with the thermometer on the wall at 70°, complain: "It is cold here, Mr. Simmons; it is very cold."

3386. A tramp is ordinarily detained two nights, and four nights if he has been in a casual ward previously within the month?—Yes.

3387. The theory of the thing is that he should only have two nights' lodging in the month, is it not?—Yes; he goes in on Thursday night say, works Friday, and is out Saturday morning.

3388. Then he is supposed to be out of the tramp ward for a month?—Yes; if he gets in again within a month, he is liable to be identified and detained four nights.

3389. You have told us these people live in tramp wards, but apparently the regulation is that they shall only live in tramp wards two days in a month; where do they live the other days?—They do not mind the regulation; if a tramp likes the ward he is there again within the month, perhaps in a fortnight.

3390. You have four officers?—Yes; that is in addition to the guardians' officer at the ward, who may detect the tramp himself and detain him four days.

3391. Do they mind being detained four days?—Not many of them.

3392. Even if they were detained four days, there must be many nights in which they could not or do not sleep in tramp wards?—I do not know anything about that. I do not think there are many old tramps who do not sleep in a tramp ward.

3393. Every night?—Every night. I saw a man who had been carrying boards on the road come into the ward one evening when I was there. I know him well. I said "Well, Smith, could you not pay for your night's lodging to-night?" "Yes, Mr. Simmons, I could have paid for it; but where could I get a night's lodging like I am going to have here? I have got a nice hot supper, a nice hot bath, a nice clean bunk to sleep in and a clean shirt to put on, and when I come in here I know what I bring in and I know what I am going to take out." "Well" I said, "do you not in a lodging-house?" He said "No, not always." I asked him a natural question. "Oh, no," he said; "it was not that. Me and my mate went into a lodging-house one night; he had got on a new pair of boots; when we got up in the morning he had an old pair; his new boots were gone." I took that story for what it was worth.

3394. What I mean is this; a tramp is not supposed to sleep in a casual ward more than two nights a month?—That is so.

3395. And to ensure that we keep a staff of four officers?—Yes.

3396. Yet you say they do sleep in the tramp ward?—Yes, four officers cannot be at twenty-eight wards in one night; there are practically twenty-four wards clear of the officers.

3397. How many tramps are identified and detained in a year?—In 1904 there were 17,801 identifications of adults.

3398. Were all those persons detained four nights?—Well, perhaps one of them has been detained twenty times in a year.

3399. You mean some tramps do not mind the detention?—I will not say that, but they would rather be detained than they would be out in the street at night.

3400. You have furnished us with a table showing the number of persons refused admission at the various casual wards for want of room (*this table is printed in Appendix XI.*) I notice that there are 21,367 refusals altogether, and 13,454 of these, or nearly two-thirds, are in five wards, viz.—Hackney, Marylebone, Poplar, Thavies Inn, and Whitechapel. How do you account for that?—Well, Thavies Inn, that is the city place, is an association ward.

3401. Then Hackney?—I do not think this year you will find any refusals at all at Hackney, because they have got into new wards now, very much larger than the old ones.

3402. Marylebone?—Marylebone is a nice easy place, only a little oakum to pick; you pick as much as you like.

3403. Poplar?—No work at all.

3404. Whitechapel?—Only oakum to pick; and it is an association ward.

3405. So that the easiest wards have the greatest number of refusals?—Yes.

3406. Just what you might expect?—Yes.

3407. Now there are some wards with no refusals at all—St. Pancras has none?—No.

3408. Why is that?—Because the casuals have to work there and do the task.

3409. At Guildford Street only nine refusals?—They have to do their task of work there.

3410. Chelsea none?—They have to do their task of work there.

3411. Your figures I suppose are in favour of uniformity of administration?—Not the least doubt about it.

3412. Do you see any chance of getting uniformity of treatment short of having one governing body?—No, you must have one governing body; you must have the whole of London under one authority.

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3413. What do these people do who are refused admission?—Go to another ward.

3414. They might be refused there?—Well, then, they go to another. They are very hard-working people. I can assure you they will walk all the way from Mile End up to Whitechapel. They will do it in a day, and all the way from Whitechapel down to Mile End, the other way.

3415. Do you mean that ultimately all these people are taken into some ward?—Well, no, I will not say that, because I happen to know a good many of them have the means of getting a lodging for themselves. They have what they call a leaving place, where they leave their money before they go to the casual ward. It is a difficult job to spot them. I have only been able to spot one, and that was by accident. I saw a man in the casual ward, and later on I went to a tobacconist's shop myself to get some tobacco, and while there I heard a voice that I recognised, and I saw it was this man asking for what he had left. The tobacconist gave him a shilling, and the tramp gave him a penny, and then he saw me. The tobacconist came to serve me at once, so that he could get rid of me.

3416. So that you think a large proportion of these men either find casual wards to take them in, or have the means to obtain a night's lodging for themselves?—Yes. There are so many places now where you can get a night's lodging for 2d. and some places where you can get a night's lodging for 1d.

3417. Has it ever come to your knowledge that these people who have been refused admission to casual wards, have had to sleep out?—No, never. And there is another thing. I have stood at the top of the street where the casual ward is and watched them come away, forty of them one night, who have been refused; they came laughing and chaffing one another and talking up to the top of the street and then they spread out like a fan and were gone. I asked the policeman after they were all gone and cleared away: "Do you ever have much trouble with the tramps here who are refused for want of room?" "I do not know anything about them," he said, "we never have anything to do with them."

3418. You know a good many people do sleep out in London?—Yes, I have heard so; and I have no doubt this is so sometimes in the year.

3419. Would they be the casual class, do you think?—No, I do not think so, sir. I do not think you would find many casuals sleeping out in the street, because the London casual wards are nearly all full, and if the man has been in half a dozen casual wards, he always knows where there is an empty one, or where there is room for him.

3420. That is rather borne out by the fact that in some casual wards in your return there have not been any refusals?—That is it, sir.

3421. Are you told of every case where a tramp is charged before the magistrates?—Yes.

3422. Have you a return?—Yes.

3423. Do you follow the sentences given by the magistrates?—Yes.

3424. Do they vary very much?—Yes.

3425. Can you give us an illustration?—A man tears up his clothes and he goes before a certain magistrate and he gets three days perhaps; at the most seven. He will go before another magistrate in the Metropolis, and he is bound to get a month; if it is his second time he will get three months.

3426. Now at the police court where he gets three days, I suppose there is a second magistrate; what would he give?—He will give him fourteen days or a month.

3427. So you have two magistrates sitting at the same court, one giving three days, another fourteen days or a month?—Yes.

3428. Is there more than one instance of that in London?—I do not know whether there is another that is so plain to be seen as that one is. It is plain to me, because I know of all these prosecutions and I take down all the sentences.

Mr. Charles Simmons. 3429. Do the officers of the guardians find any difficulty in getting convictions?—No, very seldom. It is very seldom a man is discharged; last year there were only a few discharged.

23 Feb. 1905. 3430. So they are convicted, but given varying sentences?—Yes.

3431. Do you find that any considerable number of men ask to see the medical officer?—No, not a great many.

3432. Is it the practice of London magistrates to ask for a medical certificate in each case?—I do not know whether they ever ask for it; it is always handed up to them.

3433. In every case?—Not in every case. If a man is well and able, the same as you and I might be, we should be packed off to break 10 cwt. of stones, without a certificate. If we did not do it, the magistrates would not require a certificate for us, because we would not be able to say to him that we were not strong enough to do the work.

3434. I gather from what you have told us of your view of labour colonies that you think there is a class who would possibly like them?—As I said before, if you could get hold of youngsters before they get the casual ward taint you might do something with them, but if you once let them get the taint of the casual ward thoroughly into them it never leaves them. As I have told you, a tramp may go for a tour round the country. But, otherwise we know where he is; if he is not in the casual ward, he is in prison.

3435. With regard to that man you told us of, who has had that series of twelve months' sentences, why does he not go into his workhouse?—Do you think a man like that will give his liberty up? If he only got two days' liberty in the year, he would not give it up.

3436. But does he not give his liberty up; he has been convicted nineteen times and has spent eight years in gaol?—Yes.

3437. Why does he prefer gaol; I quite understand his preferring the casual ward to the workhouse, but why does he prefer the gaol to the workhouse?—I do not know. He says he is better treated and has less work to do. If he went into a workhouse he would be classed as an able-bodied man; he would have his work to do, and that would not suit him.

3438. Do you know whether he is classed as an able-bodied man in prison?—I do not know, sir.

3439. Do you know the other man you told us of?—Yes, I have seen him once or twice.

3440. Does he look like an able-bodied man?—He is not a big fellow, he is a little fellow, rather slender, but he is a man who can crack stones as quick as a good many of them, if he likes.

3441. You told us about vagrants preferring a sentence of more than 21 days. Are you referring to recent years or was that some time ago?—Oh, the present time.

3442. You do not know the reason for that idea?—No, sir.

3443. Anyway it is an idea of the tramps?—Yes.

3444. (*Sir William Chance.*) I understand you to say that vagrants as they are known in the country are not found in London, so far as the casual wards are concerned?—No. We get country casuals sometimes in London. As I said before if there is anything in London going on, then we get an influx of country tramps.

3445. But still the London tramp as a rule is not the tramp that is known to the country?—No.

3446. In London there are associated wards in some unions and cells and associated wards in others?—There are about four associated wards now, sir, and twenty-four wards with separate cells.

3447. Having regard to the class of vagrants who frequent your casual wards, should you consider the system of separate cells has had any effect?—Yes, it has.

3448. In what way?—It reduced the number of tramps a great deal for sometime.

3449. It reduced the number in London?—Yes.

3450. Does it have any effect now?—They have got a different class of tramps now to what there was when I

first started. The present tramps do not mind separate cells so much now.

3451. They have got accustomed to it?—Yes.

3452. Do you approve of the separate cells as against associated wards?—I do, because if an honest real working-man wants a night's lodging he can get it there without having to mix up with all the rough tramps that are about; and when you go into an associated ward you meet the rough tramps. The associated wards are in Thavies Inn, Whitechapel, and Poplar; and there is one more—Islington, but they do not go to Islington so much. There are three unions where there are associated wards and one where there is no task of work.

3453. Do they get a rougher class of tramp in those unions than in the others?—Well, not much rougher; but in the associated wards they are all round one room picking their oakum; in separate berths they are parted from one another.

3454. But do you note any difference in the tramps who now go to the casual wards with cells and those who go to the associated wards?—Well, there is not a great deal of difference in them now; there used to be, but there is not now.

3455. If the habitual tramps were taken away from the London casual wards by means of a labour colony, what would happen?—I think if some were taken away their places would be filled by others directly.

3456. Does it not follow from that that the casual wards in London are not ample for the demands made upon them?—No, they are too ample I am sorry to say. When there were twenty-four casual wards there were not nearly so many refused for want of room as now.

3457. (*Mr. Davy.*) Have you received complaints that the casual wards are filled in consequence of the shelters?—Yes. Several of the superintendents of wards have complained.

3458. (*Sir William Chance.*) That was a very important piece of evidence you gave about visiting the casual wards with the President of the Local Government Board. I take it the poor give to tramps or those people that you are talking about, more than the rich?—That is so; there is that difference between the East end and the West end of London.

3459. Supposing the casual wards were abolished and it was laid down that casuals should go into the workhouse, do you think that would have any effect in reducing the number?—There would be a good many of them who would get work, I believe.

3460. If you treated the casual as an ordinary applicant for relief and admitted him to the workhouse as an ordinary pauper, do you think that would be a deterrent?—I do not think it would.

3461. You know that has been proposed?—Yes, I heard of it years ago.

3462. But you do not think it would have any effect?—I do not think it would have any effect.

3463. And yet they dislike the workhouse?—They would rather stop out in the street than go into the workhouse, a great number of them.

3464. Then would not that be a deterrent?—I do not know. Well, it would be a deterrent in one sense, no doubt. We all know there are plenty of people who would rather die than go into a workhouse: you will see a case in the newspapers pretty frequently where a person dies from want and would not go into the workhouse.

3465. The casual ward is of some advantage then to people who would be unwilling to go into the workhouse?—They do not mind being in the casual ward, but they do object to the ordinary pauper. Here is an instance: I went into a casual ward one morning; one of the ordinary inmates of the workhouse whose duty it was to see that the hammers and things used for breaking stones were all right, happened to say something to one of the casuals who was breaking stones. The casual laid his hammer down, and looked the inmate up and down two or three times, and then said, "Are you speaking to me, pauper?" "Yes," he said, "I am speaking to you." "Well" said the casual, "all I have got to say is, you ought to be ashamed of yourself. I am here generally three months in the year; the other nine months I work,

but no matter when I come you are always here. You are always living on the ratepayers, I am content to live on them for three months in the year, I am not a pauper; I am a casual."

3466. (*Mr. Simpson.*) Is the London tramp generally a drunkard?—A good many of them are.

3467. Mostly drunkards?—I would not say mostly.

3468. Do you suppose most of them have got to their condition through drink?—Well, I should say about nineteen out of twenty, as far as I have spoken to them about it, and I have spoken to a good many: drink has been the foundation.

3469. Do many of them, do you think, get into prison for stealing and housebreaking, and so on?—Not the tramps. I think I know of only two cases where the tramps have been treated as criminals.

3470. You say that the tramp's aim is to get a sentence of twenty-one days or more?—More than twenty-one days.

3471. If a tramp knocked down a policeman or broke into a shop, he would have a good chance of getting more than twenty-one days. Why does he tear up his clothes instead of picking pockets; is his a higher standard of honesty, do you think?—You are going beyond me now.

3472. He is not a thief, so far as you know?—No.

3473. And he does not get violently drunk: he does not often get run in for assault on the police?—No, I do not think they get drunk enough for that, sir.

3474. Do you find many of them are really Londoners, or do they generally come from the country?—Not one in fifty is a London tramp: they are all country born, or from Ireland, Scotland, or Wales.

3475. And do you suppose they have come up to London to work and then become tramps through taking to drink?—No, sir. From what I have seen of them when they first came in it appeared to me that they had been tramps for sometime in the country places.

3476. You mean to say they had been tramping about the country, and they found London about as good a place to live in as anywhere else?—There is no other place like it, sir. If you were to go into some of the casual wards you would be surprised to find that they were such nice comfortable places. I have been at my work a good while and I was at it before there were any separate berths at all; they were all association wards and it was very different then to what it is now. When I first went to the wards the casuals lived in the attic; now they live in the dining room: that is the difference, sir.

3477. (*Dr. Downes.*) You say that you get a different class of tramp now to what you got formerly?—Yes.

3478. Is it not so rough a class?—Nothing like it, sir: they are a more civilised lot.

3479. Less criminal than they were?—I never knew them to be criminal, scarcely any of them.

3480. Drunken vagrants are referred to the police, are they not?—Yes, they are handed over to the police.

3481. Were you connected with the police before you were appointed to your present office?—I was, sir.

3482. And were your assistants connected with the police?—Yes, sir.

3483. Do you think there is an advantage in police experience in dealing with this class?—Well, the Local Government Board think so.

3484. You find it an advantage in your work?—I found it a great advantage when I was a visiting officer.

3485. If you were appointing a visiting officer would you choose a policeman?—I should.

3486. Have you noticed any change of late years in the character of the London tramps?—Yes. I tell you they are lambs now. When I first went to work, they were tigers in comparison.

3487. Do you find the old soldier amongst them now?—Well, not so much, I think. I can hardly tell you because I have very little to do with them now. My work is to inspect the wards and see that everything is carried on all right there. My visiting officers come more in contact with the tramps.

3488. So that really your visiting officers would know more of the actual character of the men than you do yourself?—Yes.

3489. I understand you to say that the modern London tramp ward is more attractive than the old form?—I do not know that it is more attractive. Fresh comers seem to me to like it.

3490. And you think "once a London tramp, always a London tramp"?—Yes, sir, as far as my experience goes. When they once appear in London, they do not many of them go away.

3491. In regard to the tramp wards with working cells, have you had any complaint of want of space in the working cell for swinging the hammer?—I have never had a complaint of that kind from them.

3492. Have you noticed anything of the kind yourself?—No; in those I saw they had plenty of room, I should say, for swinging the sledge about.

3493. Do you find more refusals for want of room in the outside wards than in those in the centre of London?—I think you will find the City has the heaviest refusals, and that is about the centre.

3494. How about the Strand district?—Strand and St. Giles refuse very few compared with what the others do.

3495. Have you had any complaints of difficulty in seeing the medical officer?—Never.

3496. If a tramp asks to see the medical officer he always sees him?—Yes.

3497. There is no systematic medical examination as to fitness for work, I take it?—No, I do not think there is.

3498. But if a tramp complains that he is not fit to do his work what happens then?—He is put to something else; the medical officer is fetched to him to see if he is fit or not. If the doctor certifies that he is fit, he has to do the work. If the doctor certifies that he is not fit, there is no further trouble.

3499. Have you had any experience of what I may call time task instead of piece work?—No, I have not.

3500. Have you formed any opinion as to whether tramps would prefer a time task or piece work?—No; because one will do his work in an hour and another will take half a day to do it.

3501. In the case of the casual who did thirty cwt. of stone; what was the stone—granite?—Yes, fairly hard granite; such as they use for the roads.

3502. I think your instructions are not to identify men, who, there is reason to believe, are *bona fide* working men?—Yes, that is so; if the officers consider a man is really a working man they would not identify him; they would say nothing and go on their way. That has always been the practice from the time I started till now.

3503. What happens to a sick tramp in London?—He goes to the infirmary.

3504. You have no information as to how many go into the infirmary in the year?—No.

3505. (*Captain Eardley-Wilmot.*) Supposing a man simply refuses his task, and does not give any reason, he is taken before a magistrate?—Yes, sir.

3506. He is not medically examined then, unless he asks to be?—Oh, yes he is.

3507. Examined by the doctor whether he asks for it or not?—Yes.

3508. Then no man is brought before a London magistrate for refusing a task, without being examined by a medical officer?—I will not say exactly all. Some men you can see are quite fit.

3509. Then there are those who in the opinion of the superintendent are quite fit to do their task?—Yes; but in some cases the magistrate would demur, he would say he did not think that perhaps the man was fit to do his task; then he says he must have a medical certificate.

3510. There is an appreciable number of men who are not examined by a doctor?—Yes, those who are good strong able-bodied men.

Mr. Charles Simmons.

23 Feb. 1905.

Mr. Charles Simmons. 3511. (Dr. Downes.) As regards that man you mentioned, who had been convicted nineteen times, can you suggest any reason why he should go to the St. George-in-the-East wards for nine of his convictions?—No, sir, I cannot.

3512. Do the various wards differ in the number of convictions they get?—Yes.

3513. (Mr. Davy.) Do you suppose that man is sane?—I think if he were not the prison authorities would very soon find out.

TENTH DAY.

Friday, 24th February, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

CAPTAIN EARDLEY-WILMOT.
CAPTAIN SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. WILLIAM HARBURT DAWSON, called; and Examined.

Mr. William H. Dawson. 3514. (*Chairman*.) Mr. Dawson, I think you are aware of what the object of this Committee is. You are willing, I believe, to give us some evidence with regard to the method of dealing with vagrants in Germany?—Yes.

3515. Before we go abroad, have you any suggestions to offer with regard to the treatment of vagrancy in England?—My idea is to exterminate the vagrant. I would distinguish between the genuine seeker of work and the man who will not work.

3516. Yes?—The genuine seeker of work I think we should help in every possible way, but the man who will not work, I think we should deal with him under the penal law as is done in Germany: not under the poor law. The status of the man who does not seek and does not want work should simply not be recognised; he should be punished as a loafer.

3517. We have been perhaps rather dealing with the vagrants in three classes: one—we will put the best man first—the man who would work if he could get work?—Precisely.

3518. Then, secondly, the man who would not work if he could get it; and thirdly, the poor man or woman who, from age, or incapacity, or disease, or otherwise, cannot work?—My main idea, speaking on the broad question of principle, is that we should assist the work seekers in every way we can by making it possible for them to go from place to place in search of work. I should like to explain how that is done in Germany and Switzerland by relief stations of various kinds. The tramp—what we usually mean by the tramp—the persistent loafer, I should transfer entirely from the poor law to the penal law. To that end I should abolish the casual ward, which merely nurtures the loafer.

3519. Instead of the tramp ward where would you lodge him; in the police station?—You refer to *bona fide* work-seekers? I would establish relief stations or shelters where an honest working man could obtain lodging for the night, either in return for a small charge if he has money, or in return for work; but we should not pauperise him by doing that.

3520. In Germany, is there any system at all akin to the system which is in practice here in Gloucestershire and in Wiltshire, namely, by passing on a man by means of a way-ticket?—That is what is done; that is the German system practically.

3521. Does that way-ticket in Germany, or the equivalent of the way-ticket, contain any order for a mid-day meal of bread?—Here is a copy of the *Wanderschein* or wandering-ticket which is given to the German tramp, *der Wanderer*. This is used in the province of Westphalia, and its equivalent in most parts of Germany. The system has been most fully carried on in Westphalia.

3522. Could you kindly describe what it is?—I may

say this is translated in the recent Board of Trade Report* prepared by Mr. D. F. Schloss. I have compared the translation; I find it is very good. On page 17 there is a literal translation of the conditions of the Westphalian *Wanderschein*.

3523. (Mr. Davy.) Would it not be convenient if you gave us a list of the papers the German workman has to carry?—I may explain that under the Industrial Code every man under twenty-one must carry with him a labour book. He cannot be employed without having a labour book. Above that age, he is no longer required to carry a labour book; in place of it, he can carry a certificate in connection with the insurance funds, or his army discharge papers. I have no copy of the labour book, but it contains the name, the age, the place of birth, personal characteristics, like stature, shape of face and anything by which the man may be identified.

3524. (*Chairman*.) By whom is that book issued?—It is issued by the police in the first place.

3525. And given to him?—And given to him before he can be employed; he cannot be employed unless he has this labour book. That applies to persons under twenty-one.

3526. It would be given to him as a boy?—Yes.

3527. (Mr. Davy.) Would you tell us the German name of the book?—*Arbeitsbuch*. When the young man is employed, that book is taken possession of by the employer.

3528. (*Chairman*.) At what age is that book given to him?—Directly he goes into employment.

3529. Is it not at any recognised age?—No, directly he is employed for the first time.

3530. Then he gets a labour book, which is a certificate that he is ready for employment?—That he is employed; that book is retained by his employer so long as he remains in the employment.

3531. Every working boy in Germany has one of those books?—He must have that book till he is twenty-one. That is required by an Imperial statute.

3532. What is the process with regard to that book when the youth goes into a factory or into other employment?—The employer takes charge of the book, and notes in it the particular kind of employment and the date of commencement.

3533. If he goes on, we will say, for four or five years, is his continued employment noted year by year?—No; but when he leaves, the employer is bound by law to certify his discharge and to give him a character, and the date of his leaving the employment is entered in the book.

* Report on Agencies and Methods for dealing with the Unemployed in certain Foreign Countries [1904].

3534. And the cause of his leaving?—Well, I do not think that is necessary, but the employer is bound to give, on the man's demand, a certificate of conduct, and with that book the man can travel. If he goes to another employment he gives up his book in the same way, and the particulars are entered as before.

3535. That book, we will say, is a local passport?—Well, not merely local; it will take him anywhere. An Imperial passport we might call it.

3536. Then, does that passport entitle him to be fed?—Oh, no, not in the least. It is really more a legitimization.

3537. Supposing the man, from one cause or another, is indigent, does the labour book in any way help him to obtain assistance on the road?—It serves to identify him, and it is accepted by the various shelters as being a proof of his *bona fides*. Without either that book, or, in the case of an adult, a certificate in connection with the insurance funds, he is not accepted in those shelters.

3538. Are those State shelters?—No, there are no State shelters.

3539. (*Mr. Davy.*) Are there not other papers which are accepted as proof of a man's identity?—There are several other documents which are accepted in lieu of these—the army discharge certificate, insurance fund papers, and others.

3540. There is nothing at all equivalent to a casual ward?—No.

3541. Is there no public place where he can go and seek bed and board?—Not a public place, because the German poor law does not recognise the status of what we know as the tramp. A man without this passport would have to go to the police; from them he would obtain lodging.

3542. What does the indigent man do; a man who has committed no crime, but who has got his book, and wants relief?—If he has his book, on the strength of that book he would be accepted in one of the private institutions.

3543. (*Sir William Chance.*) They are voluntary institutions?—Yes; but I shall come later to differentiate between those relief stations. We have not come to that point yet. There are two classes, one entirely voluntary, the *Herberge*, supported by voluntary societies; and the other known as the relief station, maintained by the local authorities.

3544. (*Chairman.*) I was trying to follow out what an honest man would do if he were on the road seeking work?—That I can easily explain. Having this book or its equivalent, such as a certificate that he is connected with an insurance fund, he would be accepted in one of the voluntary shelters, the *Herberge*, or in a relief station the *Verpflegungs-station*. Perhaps we might concentrate attention upon the province of Westphalia, which I know very well. The same system applies to all Germany, but it is organised in provinces.

3545. How would the wayfarer find out about the voluntary shelter?—He could inquire. These voluntary shelters are found in every town of any size; in larger towns there may be two.

3546. Those are all voluntary institutions?—The *Herbergen* are voluntary. The relief stations, as I have said, are maintained by the local authorities.

3547. Would you kindly describe what a relief station is?—That is a small lodging maintained by what is known as the *Kreis*, or district; and its cost falls entirely upon the local funds. The *Herbergen* are established by philanthropic societies. These societies are helped out of the public funds; but for the most part the *Herbergen* are maintained by philanthropic societies, and church collections and private donations.

3548. Well, then, at one of these institutions the wayfarer would get bed and board, I suppose?—In the *Herbergen* there are three classes of lodgers. There are those who have a little money and who are willing to pay; there are those who are given free lodging and are required in return to give four or five hours' work in the forenoon; and then there are permanent lodgers resident in the town. It is a three-fold work.

3549. Where is it that the man is required to work?—In the same building, but in different departments.

3550. You mean that work is required in the voluntary

benevolent institutions?—Yes, almost invariably in Germany, but not in Switzerland. *Mr. William H. Dawson.*

3551. Under what compulsion does he give that work?—Of course, by accepting lodging—it is a virtual contract—he knows the conditions upon which he enters; the conditions are entered upon his book. 24 Feb. 1905.

3552. How can the voluntary institution enforce work from him?—If the man enters, he knows the conditions upon which he is received.

3553. If, instead of working, the next morning he takes his stick and walks away?—Then he can be prosecuted.

3554. I see; then the institution has a legal right to the work?—I presume not more than any private lodging-house keeper would have in the case, we will say, of a man who did not pay for his board; it is virtually a contract.

3555. You mean, then, he pays for his board by work?—Yes.

3556. There is an agreement to that effect in the book?—Yes; it is mentioned in the conditions.

3557. (*Mr. Simpson.*) And the breach of contract is a criminal and not a civil matter?—He can be proceeded against, and I think, indeed, he can be handed over to the police. I have not translated the whole of these rules, because I thought it was unnecessary since they are given here in the Board of Trade Report.

3558. (*Chairman.*) Can you state the number of the *Herbergen* which are now in existence in Germany?—There are at the present time in Germany 466 *Herbergen* conducted by philanthropic societies, with about 20,000 beds. In the year 1903 these homes received 1,937,632 ordinary wanderers, and in addition they housed 28,721 lodgers resident in the town. Of these numbers 650,820 were received free as night lodgers; that is free, except that they gave work the next day. And they received in addition 32,766 without any payment at all.

3559. In some cases, then, the work is not required, even where no payment is made?—There is power to absolve entirely from any payment whatever, if it is thought desirable; if, for example, the journey to be made the next day is too far, they let the man off. The cost of the lodgings and food given to these men averages about 6d. each per night.

3560. When the man leaves the next day, what does he do for food?—He is given breakfast, and he is then expected to walk on; he is released about noon and he is expected to walk on to the next station.

3561. He is not released until about mid-day?—About mid-day; the rule is, "work in the morning, walk in the afternoon."

3562. Then he has only breakfast before he starts?—He may have food before he goes. When he has far to travel he may even have a free railway ticket.

3563. Does he get nothing between the breakfast and the termination of his walk?—He has no formal dinner, but he may take food with him, and in many places there are what are called by-stations, in which food is supplied during the day without lodging.

3564. The way-ticket system in Gloucestershire supplies the man with a loaf in the middle of the day, which he calls for at some special place?—There are many of those by-stations in Germany.

3565. Then the honest wayfarer seeking work can call at these stations, and, I suppose, by means of his book can get some refreshment?—Yes, he can get something. The rule is to give him a ticket from the place he leaves. There is a simple contract made between the society with an inn, which is recognised as a by-station.

3566. Who supplies the ticket?—The ticket is supplied by the relief station proper.

3567. The relief station proper where he spent the night?—Where he spent the night; he hands the ticket to the by-station and receives food in return for it.

3568. Can a man always have one of those?—No, I think that is rather exceptional.

3569. Are there laws against begging in Germany?—Yes, very severe laws.

3570. How is the man dealt with who has got no means of getting food between breakfast and when he arrives

Mr William H. Dawson. at the station, say seven o'clock in the evening?—That I am not able to say.

24 Feb. 1905. 3571. If he begs, he commits an offence?—I cannot say whether in every case he is given food in the middle of the day.

3572. Well, then, as regards the cost of the relief stations as distinguished from what are known as *Herbergen*?—The relief stations are not private institutions; they are maintained by the public funds, and I may say there is a great movement in Germany to make the local authorities responsible for establishing an adequate number of relief stations. There are not sufficient at present. The entire support of the relief stations is thrown on the local authorities.

3573. That would be equivalent, I suppose, to our rates?—Yes.

3574. Then the relief stations would almost be equivalent to our workhouses?—In Germany there is no real equivalent to our workhouse; there is only the poor house.

3575. The poor house; now, is that paid for out of State funds or local funds?—Local funds.

3576. Neither of those places are maintained by private benevolence?—The poor houses are purely local, and the cost falls upon the local funds.

3577. Out of what funds are the relief stations maintained?—Out of the *Kreis* or district funds.

3578. That would be equivalent to a county rate in England?—It would be a county rate, practically.

3579. There is no Imperial fund towards the cost of any of those relief stations?—I am not aware that there is anything in Germany corresponding to our grants-in-aid. Before we leave this question of relief stations, I would like to point out how thoroughly this work is done in the province of Westphalia, which I know particularly. I have here what is known as a "travelling map" of the whole of Westphalia, and on it you will see all the main roads and by-roads; there is a mark where there is a labour colony, and where there is a relief station, and wherever there is one of those *Herbergen*. In every one of the *Herbergen* and relief stations that map is to be found, and the house-father, as he is called, helps the traveller to find the road he wants to go, and draws out a route for him.

3580. These maps are to be found at each of the stations?—Yes. They are not given to the workmen themselves. You will find one on a larger scale hung up in the hall, as a rule, so that a working man coming in can consult it, and find the route he wants to go. The route is entered in the man's travelling book.

3581. Each journey the man takes is entered up in this book?—That book is a continuous journey record. There is entered up every night the date of his arrival, and the place that he is going to the next day is noted down, so that that book really follows the man throughout the whole of his journey or any number of journeys that may be necessary in search of work.

3582. He can obtain a fresh book, I suppose?—Yes, but a book lasts a very long time. I do not know how many places there are for the stamp of the relief station, but there is a very large number.

3583. Have you concluded your description of this system?—I was pointing out how completely the province is covered by these stations, and how those who conduct those stations try to help the workmen in every possible way.

3584. Now, in your opinion, does that system do away, to a large extent or altogether, with the habitual tramp?—It does not do away with the habitual tramp but it takes away—and that is the great argument for these stations—the necessity for a man begging and loafing; these relief stations and the labour colonies taken together, of course.

3585. Does it enable the authority, we will say the police authority, to detect the habitual tramp as against the honest wayfarer?—It does.

3586. That, of course, is a most desirable thing?—The man who founded those institutions felt that it was not fair that a man should have no alternative but to be taken up as a beggar or a loafer; therefore, these institutions were founded to take away the necessity for begging.

3587. Is every wayfarer obliged to have the book?—If he has not, he is liable to fall into the hands of the police.

3588. So a man without a book becomes liable to be apprehended?—Yes.

3589. If he is apprehended, how is he dealt with?—He is taken, of course, to the nearest police station.

3590. And before the magistrate or German court, whatever it is?—Justice there is far more summary than with us; it is not necessary to have a large open court; the man is dealt with by a single magistrate, who has large power in many cases.

3591. If he is found to be an habitual tramp, what sentence, as a rule, does he receive?—There comes in the institution known as the German workhouse proper, which is an institution for the reception of tramps and loafers and people of irregular lives.

3592. Does the sentence include detention in this workhouse?—Detention follows the sentence; he is first punished for his offence, and then, if he is an inveterate loafer and known to the police as such, he is sent to the workhouse; but that is quite a secondary punishment which follows upon the sentence for his specific offence.

3593. He would be punished for his offence by imprisonment and then remitted to the workhouse for detention?—Yes, he might be remitted to the workhouse.

3594. And for how long is a man sent to the workhouse?—The maximum time is for two years. I believe the average would be twelve months; but at the discretion of the President of the province—I was going to say of the director of the workhouse, for the President of the province acts on the recommendation of the director—the time may be extended.

3595. Does not the court who sentence him say how long the detention is to be?—Yes, but the director of the workhouse may in his discretion advise further detention to the President of the province, and the President of the province may extend the detention or not as he pleases, but he invariably acts on the recommendation of the director of the workhouse.

3596. Can he also recommend that the sentence be shortened?—I do not think that is done.

3597. Then, as I understand it, an habitual tramp would be taken by the police to a court, which sends him in the first place, to prison, if he is found guilty of begging?—Yes.

3598. And after that he is sent to a workhouse where he is detained from six months to two years?—Two years is the maximum; it cannot be extended beyond that time.

3599. That is the way in which the habitual tramp is dealt with in Germany?—Yes, and I would point out that not only the tramp pure and simple, but other offenders, really cognate offenders, are dealt with in the same way. I have given in my abstract of evidence a translation from the Imperial Penal Code, section 361, prescribing imprisonment for certain classes of offenders.

3600. Yes. I see you state that section 361 of the Imperial Code prescribes imprisonment for the following amongst other classes of offenders:—"Whoever wanders about as a vagabond; whoever begs or causes his children to beg or neglects to restrain from begging such persons as are under his control and oversight and belong to his household; whoever is so addicted to gambling, drunkenness, or idleness that he falls into such a condition as to be compelled to seek public help himself or for those for whose maintenance he is responsible; any female who is placed under police control owing to professional immorality, when she acts contrary to the police regulations issued in the interest of health, public order, and public decency, or who, without being under such control is guilty of professional immorality; any person who, while in receipt of public relief, refuses out of sloth to do such work suited to his strength as the authorities may offer him; any person who, after losing his past lodging, fails to procure another within the time allotted to him by the competent authority, and who cannot prove that in spite of his best endeavours he has been unable to do so?"—Yes. By a recent amendment to the Code, there is another class, viz. procurers and panders, who

are likewise subject to imprisonment. In all those cases, detention in a workhouse generally follows imprisonment.

3601. This class of offenders is somewhat similar to what we call rogues and vagabonds in England, I suppose?—Yes, that is so.

3602. Can you give any figures as to the number of persons sent to the workhouses?—I have here a classification of all people who were sent to the workhouses of Prussia during the year 1903-4. These are official figures. There are twenty-four of these workhouses in Prussia, one in every province, and in the larger provinces more than one. Those twenty-four workhouses are intended for the reception of 14,836 men and women. On 1st April, 1903, there were in these twenty-four workhouses 9,964 persons; there entered during the year 10,363; there were discharged during the year 10,278; and on the 31st March, 1904, there remained in the workhouses 10,048 persons.

3603. Those are people who were committed to the workhouse?—Committed by law.

3604. Can you tell me whether under that system vagrancy has increased or diminished in Germany, say during the last twenty years?—It is maintained by Dr. von Bodelschwingh, who is the founder of the labour colonies, that under the system there has been a great diminution.

3605. That would be a diminution in the number of people dealt with by sentence from the court?—Yes. In the year 1881-2, 23,808 persons were sentenced to the workhouses in Prussia. In the year 1903-4, there were 10,363.

3606. That is less than a half?—I believe it would not be quite fair to take the earlier figures, for the reason that at that time some of the workhouses were in the habit of receiving a certain number of people who went there under the poor law, and they are included; but after some years these people were not received in the workhouses. The number for 1884, which included offenders only, was 15,474, against 10,363 in 1903-4.

3607. Those were people sentenced?—Yes.

3608. Are you able to say, from information that you can trust, that there has been a considerable diminution under that system?—I am convinced of it. I was informed by the director of the workhouse at Benninghausen—which is in the province of Westphalia—that there has certainly been a diminution in the commitments for these offences. Of course, it is not solely due, I must say, to the stringency of the law; it is also due, to some extent, to the existence of the labour colonies, which, of course, receive many people who otherwise might be thrown upon the road.

3609. Now, may we pass to the labour colonies. Are the labour colonies distinct from those relief stations and workhouses that you have spoken of?—Quite distinct; they are carried on by philanthropic societies.

3610. Then who goes to the labour colonies?—Any one who is on the road.

3611. They are voluntary institutions?—Quite voluntary: there is no compulsion to stay there.

3612. There is no commitment to a labour colony?—No, they are quite voluntary.

3613. How many labour colonies are there?—In 1903, I think the number was thirty-four in the whole of Germany.

3614. Thirty-four labour colonies?—With 3,978 places. There were admitted in the year 1903 to these labour colonies 10,307 people, practically all men; there is only one women's colony.

3615. Every one received comes in voluntarily?—Quite voluntarily.

3616. Do they earn money while they are there?—They are allowed to earn a very small amount. It is not called wages—it is called reward, but it is not much; yet it is enough to enable them, when they leave, to make a fresh start in life; perhaps to get new clothes or tools.

3617. What is the ordinary length of time for which people go to these colonies?—It varies very much indeed. When the colonies were started it was not required of the inmates that they should stay any specified time. Now, it is usual to require them to stay a certain time; as a rule not less than about two months.

3618. As short a time as two months?—That is the minimum; an inmate is required to sign a document to that effect. *Mr. William H. Dawson.*

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3619. Can you tell us what is the average time for which they stay?—I think I can give you that. At the end of December, 1903, there remained in the various colonies with a stay of two months, 1,837; with a stay of two to four months, 933; with a stay of four to six months, 462; with a stay of six to twelve months, 479; and with a stay of over twelve months, 257.

3620. And while they are in the colony what are they employed in generally?—For the most part in agricultural work, save in the two industrial colonies. There are two industrial colonies, one at Berlin, which I have visited twice, and one at Magdeburg.

3621. Who are responsible for the maintenance of the labour colonies?—Philanthropic societies.

3622. Not the State?—Not in the least; but the colonies receive grants as a rule from the provincial or local funds.

3623. Not from the Imperial funds?—No.

3624. Is there any supervision by the State officials?—Not in the least; they are quite voluntary.

3625. Is there any supervision by the police or the local authorities?—No.

3626. Have you any knowledge whether these institutions are self-supporting, or not?—They are not self-supporting.

3627. That is clear?—Taking the average of the labour colonies, the annual cost is about £10 per head, of which the inmates contribute by their labour about £4; that is taken as an average; in some cases the inmates earn more, and in some cases less; but the average is about £4 per head, which leaves £6 per head to be found by the societies.

3628. (*Mr. Simpson.*) Does that include the capital expenditure for starting the colony?—It includes everything. A great deal is talked nowadays about labour colonies; but it seems to me that those who use the phrase mean something quite different from what is understood in Germany. I read this week that at a poor law conference one speaker said, "Send the tramps to the labour colonies." The German labour colony would not do for tramps. There is no restraint, no compulsion; it is simply a benevolent institution that works from the moral side purely.

3629. (*Sir William Chance.*) I think the Belgian system of a penal labour colony is what is generally known to guardians in this country; I do not think they know much about German colonies. Perhaps that is the explanation?—Very probably.

3630. (*Chairman.*) Then in no case, as far as you know, are these colonies self-supporting?—Oh, no. Of course, you must remember the class of labour that is there; the class of men who go there are the very dregs of society.

3631. I see?—And there is another point, too, which should be very seriously borne in mind when we talk of establishing labour colonies in England. The rule is to buy land in a very rough uncultivated condition. Well, of course, a labour colony in its initial stages can employ a large amount of labour, but the more it becomes cultivated the less is the amount of labour that it can profitably employ.

3632. It all depends upon what the treatment is?—Well, they are not such large areas. Bielefeld is a very strong case in point. The Wilhelmsdorf labour colony at Bielefeld, which was the first, has been compelled to establish a branch in another part of the country because it could not afford to buy more land round about. Of course at the start it got the land in a very rough, worthless condition. It has worked it up and now the land round about has got dear, and they could not afford to buy any more, and they have had to establish another colony elsewhere.

3633. Is there any sanitary inspection of the houses and buildings in the labour colony?—That I cannot say; I should presume they would be under the local sanitary laws.

Mr. William H. Dawson. 3634. To that extent there may be inspection ?—There may be.

24 Feb. 1905. 3635. Going back to the workhouses, are the men who are sent to those places medically examined on admission ?—Yes ; as a rule there is a resident doctor. To refresh my memory, I went last autumn to Westphalia specially. I went over the Westphalian workhouse. Since then I have obtained through the Germany Embassy all the documents regarding its administration.

3636. (*Mr. Davy.*) What is the German name for the workhouse ?—*Arbeitshaus*.

3637. It is a bridewell ?—Yes.

3638. It is not what we call in England a workhouse ?—I maintain we should call our workhouses, poorhouses, which they really are.

3639. (*Mr. Simpson.*) As they call them in Scotland ?—Yes. The establishment and maintenance of the German workhouses fall on the provincial administration. The Chief President of the province exercises oversight, the Minister of the Interior being, of course, the supreme authority. The Westphalian workhouse was built in 1821 ; and I think it is significant that it has never had to be enlarged although the population of Westphalia has greatly increased in the interval, and indeed there are fewer people in that workhouse to-day than there were in 1821.

3640. (*Sir William Chance.*) There have been fluctuations in the numbers, no doubt ?—Yes.

3641. (*Chairman.*) Perhaps you can give us some description of this institution ?—The chief official is the director ; and there are chaplains for the Roman Catholics and the Protestant prisoners. There is a resident doctor, and then there is, of course, the usual staff, the labour-master, and several clerks. Now, the statute of the workhouse specifies this main purpose : “The institution will keep the prisoners to regular systematic work, where possible (I wish to emphasise this) the learning of a mechanical occupation, will exert religious influence for their moral improvement, will accustom them to severe discipline, order, and cleanliness, and by humane treatment will endeavour to bring them to a sober way of life, by the withholding of all intoxicating drinks. The prisoners are obliged to do all work given to them, to be obedient and to scrupulously observe the house-order. Unruly conduct, disobedience, repeated and gross uncleanness, lying, the incitement of other prisoners to similar excesses, and grossly immoral behaviour entail disciplinary penalties. The measure and kind of work are determined for each prisoner by the chief inspector after a conference with the doctor and labour master.” I pass over the penalties ; they are various. The house-order provides for unconditional obedience to the regulations. “The inmates shall live quietly and peaceably together, none disturbing the other at work, but rather by diligence, order, and decent moral conduct encouraging one another to improvement and setting one another a good example. Those who distinguish themselves in this way may expect that their good conduct will be recognised. Conversation on past misdemeanour may on no account take place, nor may any inmate reproach another with any misdemeanour or with his past mode of life, abuse him, or in any way physically misuse him ; even threats are punishable.” There are other regulations which I may pass over.

3642. Are those general regulations ?—Yes ; as a rule they are more or less the same for each workhouse. I recognise several of these provisions as being the same for the Berlin workhouse.

3643. They are issued by the Minister of the Interior ?—Under the cognizance of the Minister of the Interior.

3644. I suppose there are means of punishment for various offences ?—Yes.

3645. Have they anything in the way of cells ?—They have cells, yes ; there was one man being punished while I was there ; he had tried to escape.

3646. Have they other means of punishment ?—Oh, yes, it is mostly by reduction of diet, and sleeping upon the floor ; there is no corporal punishment.

3647. Then they have cells, and, I suppose, warders to look after the inmates over and above the ordinary attendants ?—The workhouse is under strict military prison discipline.

3648. (*Mr. Davy.*) As a matter of fact are not these places garrisoned by soldiers ?—No, there were only two soldiers on watch when I was there.

3649. With loaded rifles ?—They have side arms, but in Germany the town police have these.

3650. (*Mr. Simpson.*) Do they use dark cells by way of punishment ?—Yes.

3651. (*Chairman.*) Who imposes the punishments ?—The director ; he has absolute control.

3652. Perhaps you can now give us the figures as to commitments to workhouses ?—Yes, these figures, I may say, quite disregard people who formerly were admitted under the poor law to whom I referred just now, so that we are comparing absolutely the same class of people. In the Benninghausen workhouse in Westphalia there were committed during the five years 1892, 1893, 1894, 1895 and 1896, 383 persons on an average per year, and taking the last five years, the average was 362.4 ; so that there was a slight reduction, in spite of the increased population.

3653. Those are all people committed by process of law ?—Yes.

3654. What is the mode of employment ?—There are three classes of work. First of all, there is the work for the establishment : domestic work, culinary work, and so forth ; then there is agricultural work ; and then, finally, there is industrial work. There are various trades.

3655. Are there teachers for the different trades ?—Yes, the men are under overseers, skilled men who teach and who supervise the work. The report for 1903 specified twenty-five kinds of employment that were taken part in by the inmates that year :—field work, locksmithry, joinery, basket-making, white-washing, chair-plaiting, tanners, masons, roofers, weavers, spoolers—that is in connection with the weaving—tailors, shoe-makers, saddlers, hair-sorters, book-binders, cigar-makers, writers, bakers, butchers, machine-turners, gardeners, seamstresses, knitters and washers.

3656. That is the occupation of the various inmates ?—Yes, they are put to all those kinds of employment. Each inmate earned £8 14s. 0d.

3657. What did he cost ?—The revenue from the proceeds of work was £6,164 ; the expenditure, including cost of material and tools, was £10,136. The revenue covered the cost of maintenance and a little more, *i. e.* the pure cost of maintenance, without allowing for administrative charges.

3658. When you say administrative, you mean the cost of the officials ?—Yes.

3659. Are you taking into account the interest on the buildings ?—Taking everything, the gross expenditure was £17 8s. 10d. per head.

3660. Are the inmates of the workhouse allowed to take some money away with them ?—At Benninghausen, up to the present year the inmates were not allowed to earn anything. Now they are allowed to earn a small sum ; that is quite an innovation. At the Berlin workhouse it has always been done.

3661. I suppose that depends to some extent upon the man's behaviour ?—Yes, but the sum is very small ; I say it is quite a new thing ; and the plan followed is this : when a man is discharged, before he comes out, he is asked where he would like to go, and when he has chosen the place the police of the town or village are communicated with, and the money that is due to him is sent on, and it is placed, as a rule, in the hands of some philanthropic man—the clergyman, as a rule—to watch over him and spend it for him.

3662. That is the money he has earned in the workhouse ?—Yes. I have here a note of the conduct of the prisoners during the past year showing that half of them receive no punishment whatever. I was informed that the conduct in the prison was remarkably good.

3663. Can you tell us how often these men come back to the workhouse ?—I have some figures as to that. Of the people received in the year 1903-4, 41.44 per cent. of the men and 35.87 per cent. of the women had been there before.

3664. When you say “there before” you do not

mean that particular workhouse?—No, I mean committed to any workhouse; the average was 40·82 per cent., taking the men and women together.

3665. Can you give us the average length of detention in the workhouses?—I have a note here showing that the sentence was prolonged in the case of three men and three women only—six cases in all out of 434 for the year. As a rule, the average primary sentence is about six months. Taking the whole of Prussia, the duration of sentences for males was as follows:—three months, 27; three to six months, 2,857; six months to two years, 3,997; and the full sentence of two years, 1,920. That makes a total of 8,801 for the year 1903-4.

3666. Were there any short sentences at all?—Not under three months; and I may say that the directors of the workhouses I have seen have emphasised the point that a short sentence is no use whatever. They favour a long sentence if a man is to be disciplined, and he is to have any chance of learning a trade; and it seems to me that one very strong point in the workhouses is that a man has a chance of learning some simple handicraft.

3667. (*Mr. Davy.*) You told us that the German workman has his *Arbeitsbuch*. Is it necessary for him to have any other papers?—It is not essential.

3668. If he has been in the army?—He would have his paper. It is not essential that he should produce it.

3669. As a matter of fact, he would have his discharge papers?—He would in any case have his papers, and of course he would have his insurance papers too.

3670. So that the German workman is accustomed to carry papers?—Yes.

3671. Now as to the *Arbeitsbuch*, do you ever hear of that book being forged by German workmen?—I have not heard of that; but it is conceivable.

3672. That would be a difficulty in the way of introducing any ticket system, would it not?—I do not see that there is any great inducement to forge a book like that, because a man can obtain the book by means of a few hours' labour. If he wishes to travel and lodge in these relief stations, he may earn a book by working for it.

3673. But he cannot earn his other papers, can he?—No, he cannot.

3674. Do you know what happens if they are lost?—I cannot say.

3675. In Germany they have a pretty strict law of settlement, have they not, between union and union?—Yes: I am not able to go into the full details of the Poor Law.

3676. You see that affects the question of tramping very much?—Yes.

3677. Because a tramp is a man probably without a settlement?—Yes, of course.

3678. As a matter of fact the cost in such a case would not fall on the local union, but on the province?—It would fall on the *Landarmen Verbände*, which are responsible for the relief of destitute persons without legal domicile.

3679. Is there not a complaint that the expenses of the *Landarmen Verbände* have very largely increased lately?—That I cannot say.

3680. Is it not a fact that the German Poor Law is relieved of the care of the able-bodied because the able-bodied are in fact handed over to the police?—That would be the case; of course the labour colonies take many off the road.

3681. Yes; but it is just as well to emphasise the difference between our Poor Law and theirs?—Oh, yes.

3682. Now, for instance, under the law you have quoted, suppose a man loses his work, in Berlin say, and he is turned out of his home, the landlord of his house would have to notify the police, would he not?—That I cannot say.

3683. Any way the police would know it?—No doubt, but that I am not able to say.

3684. Otherwise they could not enforce that statute?—Yes.

3685. Within a certain time he would be obliged to find work and a house; otherwise he would be liable to imprisonment up to two years?—Yes.

3686. Are you aware that in large towns the police allow a man seeking a home a period of grace?—A man is only required to give proof that he has tried to find a home; the law threatens with punishment any person who, after losing his past lodging, fails to procure another within the time allowed to him by the competent authority, and who cannot prove that, in spite of his best endeavours, he has been unable to do so.

3687. Will the competent authority allow him time?—Yes.

3688. Where does he spend the time that is allowed him?—I can say in Berlin there are several homes or shelters for the reception of such cases.

3689. That is to say if he does not find his work and a house at the end of the time, it is a case for the police?—Yes. It may be very hard.

3690. A man in England would just get an order for the workhouse; in Prussia he is handed over to the police?—But if he is destitute he can fall upon the Poor Law.

3691. Can he if he is able-bodied?—This is an extract from the Federal Law of 1870 on poor relief:—"Every needy German must temporarily be relieved by the poor union in whose district he is found when destitution sets in." That is part of the Poor Law. This was supplemented by a statute of 1871:—"To every needy German shelter, indispensable subsistence, requisite care in the event of sickness, and in the event of death, suitable burial shall be given by the poor union which is liable." That applies to destitution in general. "The relief may in suitable cases take the form of maintenance, so long as needful, in a poor house or hospital, or by employment outside or inside such a house at work suited to his capacity." So that the destitute are provided for. The law does not provide for the wandering destitute; the stationary destitute, it seems to me, are provided for.

3692. As a matter of practice, are there any able-bodied paupers in Germany; are they not all under the charge of the police?—That I am not able to say.

3693. You have been to the Berlin bridewell; it is very large, is it not?—Yes, it has some 2,000 inmates.

3694. The people work, I think, on the Berlin sewage farm?—A large number; I can give you the actual number who work on the Berlin sewage farm, if you wish.

3695. Are not the bulk of these men sent there for being unable to find a house?—I can give you the actual figures. At the end of the year 1903 there were 1,721 men and 137 women—a total of 1,858 in the institution; 1,039 of those were men and women sent there for begging; 49 were there for immorality, and 703 for having no home.

3696. (*Mr. Simpson.*) Sleeping out, and that sort of thing?—Yes.

3697. (*Mr. Davy.*) The workhouse in Berlin is to all intents and purposes a prison, is it not?—Well, of course, it is intended so to be.

3698. What do they call the charitable organisation that runs the labour colonies?—Each is established and managed by a separate labour colony association.

3699. Is that the same association that manages the *Herbergen*?—No, they are quite distinct; but of course the same people might give to both. They work together, so far as they can.

3700. The relief stations being a matter for the union; they are paid for by the union?—But they are not poor law institutions; they are rather under what with us would be rural district councils.

3701. At any rate they are paid for out of public funds?—Yes, that is so.

3702. Can you tell us why these charitable institutions sprang into existence?—I remember discussing the matter with Dr. von Bodelschwingh, the founder of the colonies; and the explanation he gave was that when he took the first step to establish a labour colony, the highways of Germany were overrun with tramps. He said at that time—the figure looks a very large one—

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Mr. William H. Dawson. that there were over two hundred thousand men on the roads. As I pointed out the German Poor Law makes no provision for the travelling poor. It makes provision for the settled poor, but even to-day it makes no provision for the wandering poor.

3703. Except police provision?—Except police provision; and it was in order to take away the necessity for begging that the colonies were established.

3704. At that time the German towns and highways were perfectly infested with beggars, and the police were quite incapable of coping with their numbers?—That is so.

3705. And hence these charitable institutions sprang up?—That is so.

3706. It appears from the Board of Trade blue-book of 1893 that the total number of inmates of the relief stations on the night of the 15th December, 1890, was 9,216. Have you got the corresponding figures for any later date?—I have no statistics of the public relief stations; I have only statistics of the private *Herbergen*.

3707. That is a very considerable number, is it not?—It is a large number.

3708. On the same day in England 5,700 vagrants slept in the workhouses: that is a good deal less?—Yes.

3709. The *Herbergen* are now pretty well established all over Germany?—Yes.

3710. Can you say how many resort to these places in one night?—I do not know that I have the number for a single night; I have only the aggregate.

3711. According to the same blue-book, page 300, in 1890 the total number of guests in the German *Herbergen* during 1890 was 3,200,000. Of these 2,000,000 paid their own expenses in cash—700,000 worked for their entertainment, and 500,000 were in regular employment at the *Herbergen*?—Yes.

3712. That, of course, is not individuals, but nights' lodgings?—Yes, of course.

3713. Have you any recent figures which would enable us to see whether the numbers in the *Herbergen* were increasing or not?—I have the figures for 1899. The total number of paying guests received, *i.e.*, the travelling workmen as distinct from the resident lodgers, was 1,516,377, for the whole year. That was less than in 1898 by 105,000.

3714. So that the numbers in the *Herbergen* have shown a decrease?—I suppose the number will vary greatly with the state of trade.

3715. That is a moot point; trade was pretty good in Germany at that time?—No doubt.

3716. Whereas in 1891 they had a period of considerable distress?—Depression, yes.

3717. In which circulars were issued in regard to the relief of the unemployed in the same way as we are issuing them now?—Yes.

3718. Well, as regards labour colonies, the number of the colonies has steadily increased, I think?—Yes.

3719. On page 22 of the recent Board of Trade Report the number of admissions in 1895 was given as 7,869, and the number increases till they reach the maximum figure of 10,307 in 1903?—Yes.

3720. So that the colonies show a steady increase in their inmates?—Yes. Might I interpolate one remark? In Germany, I think, there are no lodging-houses such as we have in England, so that very many people who in Germany would go to the relief stations are found in our "model" and other lodging-houses.

3721. The Board of Trade Report shows that the number of paying travellers in the *Herbergen* was 2,101,281 in 1902, as against 1,931,575 in 1901; and 1,516,377 in 1899; and the non-paying travellers had increased in 1902 to 834,783 from 759,057, 553,000, 507,889 in the three preceding years?—Yes.

3722. So that the *Herbergen* seem to be getting more and more appreciated?—Yes, that appears to me to be a strong point in their favour.

3723. Though times are better. Might we not have expected that that would have reduced the numbers?—

One might think so, but the increased use of the *Herbergen* must diminish the highway population too. I know that is the strong opinion of Dr. von Bodelschwingh, who, of course, is the great authority upon these institutions.

3724. Is it not an ascertained fact that a great number of admissions to the colonies are discharged prisoners?—Oh, that is so; I could give you the figures if you care for any individual colony; that is an undoubted fact.

3725. Is that in your view anything against the colonies?—Of course my opinion of the colonies is that we could not introduce them in the same form in which they exist in Germany. My idea is that the labour colony in England should be used purely for the honest unemployed who cannot get work, and I think it should be a county institution. I should send the loafers to the workhouse on the German or Swiss pattern.

3726. You do not think the German labour colony would be suitable for the tramp?—I do not think so at all. As I said before the German labour colony is composed of the lowest classes of society; and it is not disciplinary in the coercive sense; it is purely voluntary; the inmates can stay or not as they please.

3727. As a matter of fact they do stay, do they not?—A certain proportion of them run away.

3728. Has there not become a colony population?—When they have been inmates too long there is always power to send them away.

3729. They have to send them away every two years to break their settlement?—Yes. There was originally a rule that they would not be allowed to stay more than a certain time, but now there is no hard and fast rule; it is left to the director.

3730. But surely they would not allow them to stay more than two years?—No, except in an exceptional case. One man was pointed out to me at Bielefeld who had been there eight years, but then he had made himself useful.

3731. He would have to be discharged for one day every two years or he would get a settlement?—No doubt.

3732. It is now recognised, I think, that there is becoming a class of colony loafers?—There is no doubt that is so.

3733. A new type?—I have an analysis of the colonists at the Lühlerheim colony, which is one of the most typical colonies in Germany, and of 474 colonists received in 1903-4, 161 had been unpunished, *i.e.*, 34·5 per cent.

3734. Had never been in gaol, you mean?—Yes. The remaining 65·5 per cent. had been punished, and I have got a classification of the offences. The chief, of course, were vagrancy and petty misdemeanours; and 53·4 per cent. had been punished more than once. The inmates in that colony must stay six weeks at the least. I suppose that these figures really are representative of most of the colonies; the class of people are the same everywhere.

3735. The important point it seems to me is the question of repeated admissions?—Yes.

3736. The colonies seem to generate a new class?—Yes, of these 474 at Lühlerheim, 221 were admitted for the first time, 88 for the second time, 46 for the third time, 22 for the fourth time, 24 for the fifth time, 20 for the sixth time, 13 for the seventh time, and 40 had been admitted eight times and over. Of course I am not arguing for the labour colony in England on the German basis.

3737. But I suppose they might as well be in the colony as anywhere else?—That is so.

3738. Is not the moral to be drawn from this that the colonies do not reform people?—They unquestionably reform many of their inmates; I do not by any means believe that they reform the confirmed tramp; but I do believe that the workhouse does to some extent.

3739. You would say that the colonies do not exercise any reformatory influence?—Oh, I would not go so far as that. I most distinctly think they do exercise a reformatory influence; I know special cases, most remarkable cases; but, speaking generally, I do not think that you can regard them as being reformatory institutions.

The inmates do not stay long enough and the discipline is not severe enough.

3740. You think the same class of people are sent to the house of correction, or workhouse, as would go to colonies?—To a large extent they are the same. That is proved by the fact that so many of the inmates of the colonies have been punished before.

3741. There would be a difficulty in suggesting that voluntary institutions for dealing with tramps should be set up all over England?—Yes, I do not think that we should find enough of the spirit of philanthropy. I do not see any evidence that the public would voluntarily go to the expense.

3742. The public pay their poor rates and they do not see why they should start another system as well?—It is very remarkable; we rightly pride ourselves upon our philanthropy in England, and yet Germany spends these enormous amounts upon labour colonies and these relief stations. I do not think we should find people ready to do it in England.

3743. In the *Herbergen* there is a certain reformatory influence brought to bear?—They are carried on upon a purely moral basis.

3744. But still they are only open to people with papers?—That is so.

3745. I take it, you do not think it would be feasible to start anything like the German system as a means of getting rid of our tramp difficulty?—I do not; I think the workhouse is more suited for the tramp.

3746. Do you think the Germans are relieved of their tramp difficulty?—I think their system alleviates the difficulty.

3747. Reduces the number of convictions?—Yes, it is far less; even the relief stations have a great influence. I would like to read you a German official testimony upon that point. The first relief station to be started at all was that in the Herford *Kreis* or district, and it was established in 1882. Several years ago the principal administrative official in that district said: "Itinerant mendicancy was formerly a plague of the countryside, but since the regulation of the system of wandering, and of housing the wanderers, the annoyances caused by vagrants and beggars have almost entirely ceased." It is also a fact that in the Grand Duchy of Baden there is virtually no mendicancy and no tramps in those parts of the Grand Duchy where there are relief stations, and there is a great deal in those portions where there are no relief stations. That is an attested fact, and I believe that it holds good generally.

3748. As a matter of fact there are plenty of tramps in Germany?—That is so.

3749. I understand you to say there are in Germany two sorts of labour colonies—one agricultural and one industrial. Have you any opinion as to the advantages of the two systems?—I distinctly believe that in England, at any rate, it would be more advisable to use the industrial colony where specific handicrafts are taught. I think it would do a man more good permanently if he were taught an industry than simply to be put to agricultural work, which probably he never understood and never would understand, at the age at which these colonists generally are taken. It is my experience as a poor law guardian that the great majority of the people who enter the casual wards are people without handicrafts.

3750. Very few of them are agricultural labourers, I think?—That I could not say.

3751. But your view is clear that an industrial colony is preferable to an agricultural one?—Emphatically; it is far more useful than an agricultural one.

3752. If you have land to reclaim, there is a finality about that, is there not?—Yes, there comes a time when the land cannot support any very large amount of labour. I pointed out that that is the case at Bielefeld, where they have virtually done their work.

3753. They have reclaimed the land?—They have reclaimed the land entirely; and the number of labourers that can be profitably employed now is very small and they have had to acquire a colony elsewhere.

3754. Do you remember the area of Bielefeld?—Nearly 1,000 English acres.

3755. The reclamation was done by spade, was it not?—*Mr. William H. Dawson.*

3756. And it is a bad soil, if I remember?—Well, the soil is very poor. I have described it elsewhere in these words—"A peculiarity of the ground was the existence, at a depth varying from one to three feet, of a thick layer of ochre, so hard and impervious that the water collected upon it, making the land swampy in wet seasons. The mode of culture followed was, by thorough trenching, to bring this layer to the surface, where it was found soon to pulverise into the finest earth when exposed to the influence of air and rain. Thorough ploughing then mixed the sand and marl, and made the land at once ready for cropping. The double work of taming the rude primeval soil and then placing it under systematic cultivation has occupied the Wilhelmsdorf workers from 1882 until the present day, and it may be regarded as the economic basis of every agricultural colony." Yes, it was originally very unpromising land indeed.

3757. Now, they have to turn to something else?—Yes, they have to go elsewhere, because the land surrounding the colony is so expensive; they cannot afford to buy more.

3758. Have you formed any opinion as to whether we could rely in England on the institution of voluntary labour colonies to meet the difficulty?—I do not see how we should succeed in stimulating public interest enough in the question so as to rely upon voluntary financial support.

3759. It would be no good doing it in isolated spots?—I do not think so; it could only be done upon a large scale.

3760. In England, the care of the tramp as a destitute person is compulsory now on the union, is it not?—Yes.

3761. And therefore the legislature could hardly hand over that responsibility to voluntary societies?—I do not think so, and I do not think the community would do it. I think that is proved by the fact that, while the labour colonies in Germany are increasing continually, we have hardly moved yet in England, though the matter has been on foot for twenty-three years now.

3762. What do you think should be done in England?—Well, my idea is that first of all we should abolish the casual ward; cease to recognise the tramp by abolishing the casual ward. The tramp then falls into the hand of the police; I should treat him as an offender. He might be sent, I think, for the first offence to labour colonies maintained by the counties, and for repeated offences to real workhouses, but the labour colonies should not, in my opinion, be labour colonies on the German type; they should be colonies meant for a superior class. To the German labour colonies the very lowest class go, and I think ours should be more in the nature of distress colonies. That is what they are trying to establish in Germany.

3763. Would you give a power of detention at these colonies, or would you leave them voluntary?—That would depend altogether upon who conducted them, into whose hands the responsibility was thrown.

3764. Supposing the responsibility was on the State?—If these colonies received the class of men that I have in mind, that is the honest work-seekers, who temporarily have no work, I do not think that you should then introduce compulsory powers.

3765. Do you think there is a large proportion of honest work-seekers on the road in England?—Well, at the present time we have very much distress.

3766. But we may hope that that distress may pass?—But still there is always a certain proportion of genuine work-seekers among the itinerant population.

3767. (*Chairman.*) I may tell you that the witnesses that we have had hitherto have put the proportion rather low?—At the present time?

3768. No, ordinarily speaking?—I may be allowed perhaps to speak of five years ago. I communicated then with all the poor law clerks in the county of Yorkshire. I sent a circular out to them in order to get definite information upon various questions; and, analysing their replies, I will give you the proportion of genuine work-seekers. Of course, I can only give the figures for those who replied; a few perhaps did not. The total

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number of vagrants for the year of my inquiry, 1899, was 37,473, in sixteen unions. Now, I inquired what proportion, in their opinion, were genuine work-seekers and what proportion tramps; and taking the answers in which these questions were replied to, the total number of persons included in the replies was 15,330; of these 3,057 were said to be genuine work-seekers, and 12,273 were said to be vagabonds. Now, that reckoned out to 20 per cent. of genuine work-seekers, and 80 per cent. were the wastrels. These were absolutely official figures given to me, I may say.

3769. (*Mr. Simpson.*) There were 20 per cent. who were actually seeking work. It is highly probable that a considerable proportion found work?—It might be assumed.

3770. Therefore, there would be no need of labour colonies for them?—That is so.

3771. So that you would reduce the proportion that would be left without being able to get work to something very much below that?—That is so. I may say that I should assume that counties would be combined in order to establish labour colonies; that there would be one colony, say, for several counties.

3772. (*Mr. Davy.*) And in regard to the statistics, would it not be pretty certain that a portion of those seeking work would not retain any work when they got it, owing to some bad habit?—We might assume that that is possible.

3773. But still you think that labour colonies might be established for them?—I do think so.

3774. And what would happen to the other tramps?—In cases of repeated offences by men who are known to the police to be mere loafers, I would treat them in workhouses on the German and Swiss and Dutch and Belgian pattern.

3775. That is to say put them in houses of correction?—Yes, by all means.

3776. (*Chairman.*) You could not treat them in our present workhouses, could you?—Oh, no.

3777. You would establish a new system of houses of correction?—Yes.

3778. Something between a prison and a workhouse?—Of course, it must be remembered that you would relieve the present prisons of a large number of their inmates.

3779. (*Mr. Davy.*) The present casual wards could be shut up?—Entirely, as casual wards. I think the poor law authority, being relieved of the present casual wards, might be required to establish decent houses of call, in which these 20 per cent. of honest work-seekers might be accommodated. If they had means they would pay for their board and lodging, and I should think that the trade unions would let all their men call there, and we should simply divert them from the casual ward on the one hand and from the so-called model lodging-house on the other.

3780. Then you would have labour colonies paid for by the State or the county for those who really wanted work, or wanted to learn a trade?—Yes, conducted as far as possible on an industrial basis, in preference to farm colonies.

3781. And you would have refugees to supply a night's lodging?—Yes.

3782. For which the person would pay?—Yes, though not necessarily; they would take the place of the casual wards.

3783. You would have the remnant, who would not pay and were tramps, handed over to the police?—Handed over to the police.

3784. Should you charge them in the ordinary way?—Yes.

3785. And when that remnant was convicted of tramping, what would you do with them; send them to the ordinary prisons?—First offenders naturally would be dealt with leniently, and I do not know why they should not go to the labour colonies; but old offenders should be treated in the workhouses after serving their sentences.

3786. In the new houses of correction?—Yes, after, of course, serving the proper sentences for their offences.

3787. (*Mr. Simpson.*) I am not quite sure what relation the German workhouses hold to the prisons in Prussia; do you know how many workhouses there are in Prussia?—Yes, twenty-four; each province has one, and the larger provinces have two or three. It depends, of course, entirely upon the size of the province. There are twenty-four altogether in Prussia.

3788. And is no one sent there except under an order of a magistrate?—No, they are committed by the magistrates.

3789. The workhouses are under local control?—Provincial control.

3790. Do you happen to know how the prisons are managed in Prussia?—I only know they are under the Home Ministry.

3791. They are under the State?—Oh, yes.

3792. Then the workhouses correspond almost exactly with our old houses of correction, which now are prisons?—Yes, they take the same people.

3793. The criminals are not sent there?—No, the classes of offenders are specified in the Imperial Penal Code.

3794. Then in England we really have institutions of exactly that description; for, in our prisons, we try to teach the prisoners trades or industries, if they have been committed there long enough?—There is one great difference; in Germany the long sentence system is followed; with us, of course, the ordinary punishment for begging is a very short sentence, which does no good.

3795. You think it does no good; you are satisfied of that?—That is my opinion; whereas, in Germany great stress is laid on the length of sentence; reformers ask that the maximum may be extended from two to six years in extreme cases.

3796. There is, of course, great difference in the systems under which the institutions are worked, but, as a matter of fact, our present prison combines the characteristics of a German *Arbeitshaus* with a prison?—Except that the German provincial workhouses are restricted to certain classes of offenders.

3797. Can you see much difference between an *Arbeitshaus* and a German prison?—That is a question I should not like to give any opinion about; I have not been within a German prison proper.

3798. The discipline in the *Arbeitshaus* is pretty severe?—It is a prison.

3799. Do they work on the land, or only within the walls?—They work in both ways; often their labour is farmed out.

3800. Farmed out to private people?—Yes; now, at Benninghausen, for example, the province carries on a large farm, and the labour for this farm comes from the workhouse. Besides this, the prisoners in the workhouse are engaged on road making, on public buildings, also in industries and in various work necessary in the establishment, such as domestic work.

3801. (*Mr. Davy.*) What is the work at the Berlin workhouse?—In that case a large number of workers are engaged in the city irrigation works, but there, too, there is a multiplicity of trades.

3802. (*Mr. Simpson.*) Really the State, as such, has not done anything in the way of controlling tramps or vagrants; the relief stations and the way-ticket system in Prussia are due to voluntary effort?—There are two kinds of relief stations, the *Herbergen*, conducted by private associations, and relief stations, generally called *Verpflegungs-stationen*, conducted by local authorities; bodies that answer to our rural district councils.

3803. So that all that the Government does to promote the system is to make it hard for people who do not take advantage of it—who go about without tickets?—That is so; the idea is to take away the necessity for a man begging, so that if he begs, then he voluntarily and deliberately breaks the law.

3804. But, as a matter of fact, the system has not by any means abolished tramps and beggars in Prussia?—No; human nature is the same everywhere.

3805. Is there not rather a large number convicted in Prussia of begging?—I can give you the actual number.

The number convicted in the whole of Prussia and sent to workhouses, because of vagabondage and begging, was 5,983 in the last year for which a report is published out of a population of about 30,000,000.

3806. 34,000,000 I think?—Roughly.

3807. As against that we have, roughly speaking, in the last five years an average of 11,000 convictions for begging?—On the other hand, I should point out that the law is far more stringently enforced in Prussia than with us. I think that is so.

3808. Do you not find yourself troubled a good deal by beggars in Prussia?—I do not think that the beggar is tolerated to the extent that he is in this country.

3809. (*Mr. Davy.*) The numbers who were prosecuted or convicted of mendicancy are fewer than they are here, but in Prussia the sentence is very much longer than it is in England?—That is so.

3810. They can go from six months to two years?—They can go to two years.

3811. So that the habitual would come round more slowly?—Yes, he would.

3812. (*Mr. Simpson.*) Is it unlawful to employ people in Prussia who have not their labour book with them?—It is unlawful to employ anyone under the age of twenty-one without the book.

3813. Do you know if anyone is ever convicted of doing it?—That I cannot answer, but that is the statute.

3814. Over twenty-one, they have a certificate of insurance?—Over twenty-one, it is no longer necessary to have a labour book; but they have to have a certificate of insurance, or some other recognised paper.

3815. Can a man be employed without a certificate of insurance?—That I am not able to say; but he would need to have it if he were travelling on the road.

3816. They do not use finger-prints in connection with these labour books, I suppose?—That I cannot say.

3817. Because that would make forging impossible, and identification quite certain?—Yes. I may here say that in some parts of Germany a police law exists under which people who give to the beggar are punished as well as the beggar himself. It is not a law of the country, but a police ordinance.

3818. Do you happen to know if anyone is ever convicted under it?—I do not know, but it is the law.

3819. (*Mr. Davy.*) The mere existence of such a law must deter people?—It is a deterrent. I know such an ordinance was put in force in some four or five places some fifteen years ago.

3820. Is it still in force, do you think?—I think it is still in force. About the labour books, I have a note here which may be useful. The book is required in the case of workers under twenty-one, who may not be employed without it. This labour book states the name, the place of birth, the year and day of birth. The book is given to the worker by the police and it is filled up by the parent or guardian. An employer must make an entry of service, when begun, and when concluded; and a workman can require a certificate of work and conduct on leaving. That applies only to men under twenty-one.

3821. To a very small proportion then of the total population?—Yes.

3822. (*Sir William Chance.*) There appear to be two kinds of stations for the relief of wayfarers in Germany. The relief station, which is under the local authority, and the *Herbergen*?—Yes.

3823. Now, what distinction is made between the classes of people who resort to *Herbergen* and relief stations respectively?—I do not think there is any difference between the classes; it is rather that *Herbergen* are not established everywhere. They are just the same people who go to both institutions; but the ground is not covered entirely by private institutions, so that the relief stations come in where private effort has not established an institution.

3824. Do these *Herbergen* take the place of relief stations or *vice versa*?—The first *Herberge* was established in 1854; the relief station, I think, did not come into existence until 1882, the first year in which the labour colony was established.

3825. The *Herberge* was found useful in giving relief, *Mr. William H. Dawson.* and the municipalities copied it and set up relief stations very much on the same principle?—That is so. In the relief stations themselves, as well as in the *Herbergen*, it is expected that a man will work a few hours for his subsistence. 24 Feb. 1905.

3826. Would the *Herbergen* exist in the same place as the relief station, the *Verpflegungs-station*?—No; where there is one there is not the other.

3827. Supposing there was a *Herberge* near some *Verpflegungs-station*?—Then you might be sure there was accommodation sufficient without the *Verpflegungs-station*.

3828. The *Verpflegungs-station* is a place where the man can be set to work?—Yes.

3829. What is the *Herberge*?—It is a similar institution, though it is carried on privately.

3830. In the workhouse there is a great deal of work of different kinds done?—A great deal.

3831. Are there any complaints that the labour done there interferes with outside work?—I know when I lived in Germany and first investigated the matter I did hear a complaint against prison labour competing against free labour, but the rule is followed of diminishing competition as far as possible. It is almost universal not to sell in the open market, but to provide public institutions with the necessities they require in the nature, for example, of furniture, woven goods, and various things, but not to sell in the open market; and that rule is pretty universal.

3832. (*Mr. Davy.*) That rule would not tend to make a colony self-supporting, would it?—I think the principle is right to diminish competition as far as possible, so long as the goods can be disposed of.

3833. (*Sir William Chance.*) Do any of the products of the workhouses go to foreign countries?—That I am not able to say. I would like to point out that in some of the workhouses the subsidy is very small indeed, the work of the inmates almost covering the whole of the expenditure.

3834. (*Chairman.*) I think you said that in some cases the expenditure and receipts were very nearly equal?—I will give you three of the best cases. In the workhouse at Gross Salze the average cost per head is £13 18s. Of this sum the inmates earn £11 11s., leaving only £2 7s. per head to be paid out of the public funds. In the workhouse at Moritzburg the total cost per head is £13 9s. 7d. The inmates produce £9 16s. 10d., leaving £3 12s. 9d. per head to be paid by subsidy. In the workhouse of Bockelholm the total cost per head is £14 9s. 2d. The production yields £11 10s. 8d., and the subsidy is only £2 18s. 6d. per head. And the reason is, of course, that these colonies are on an industrial basis; I mean they follow handicrafts rather than agriculture. In one workhouse, at Breslau, a profit was actually made last year.

3835. (*Sir William Chance.*) You said that in Germany there are no powers of detention whatever in the colonies?—None whatever.

3836. Do the magistrates ever commit to these colonies?—They cannot do so, because the colonies are not recognised by them; but very often the police will advise a man to go there.

3837. Do you think if a voluntary labour colony were established here, it would be advisable that a magistrate should commit to such a colony?—It depends on the colony, whether it is a penal colony or for the relief of distress.

3838. I am not talking of a penal colony, but a colony, say, like that established by the Salvation Army?—It would depend, would it not, on the character of the inmates. If men were to go there in order to tide over a period of temporary distress, they would naturally go voluntarily.

3839. I do not know whether you have formed any opinion on the question whether magistrates should be able to commit for certain periods to labour colonies?—I should say that magistrates should have the power to commit first offenders under a vagrancy law.

3840. To labour colonies?—That is my opinion.

Mr. William H. Dawson 3841. Just now you advocated in England work-houses for tramps; by that you mean similar institutions to the *Arbeitshäuser*?—Yes, I strongly advocate that—going by the experience of Germany and Switzerland.

3842. (*Dr. Downes.*) You mentioned as a proof of the reduction of vagrancy in Germany the case of the Westphalian workhouse which is still sufficient, although it was built half a century ago. Do you claim that the German system has reduced vagrancy over Germany generally, or do you limit it to Westphalia?—I think I would rather say that in Germany it is strongly maintained that the existence of the workhouses has diminished vagrancy. I know that is the strong opinion in Germany.

3843. Then how do you reconcile with that opinion in Germany the figures to which Mr. Davy drew your attention with regard to the numbers using the *Herbergen*. The number of paying travellers have increased from the year 1899 to 1902 by about one-third; but the non-paying ones have increased by about two-thirds?—But these travellers are not vagrants in our sense. Perhaps I should have said that the workhouses have reduced the breaches of the law; I refer, of course, to commitments under the vagrancy law; that is what I mean. I do not see how you can have statistics of vagrancy in general.

3844. Then you do claim that, because the commitments are less, the vagrancy is less?—That is another question; I could not say that, because there are no statistics of vagrancy proper.

3845. Taking the statistics of the persons who use these travellers' homes, do you not think on the face of them that they seem to show an increase of those indulging in the wandering life?—The number naturally varies with the state of trade. Then, of course, you have to allow for an enormous increase of population.

3846. I am only taking these particular years, 1899 to 1902. I have no knowledge of other years. Do you think the state of trade has affected the figures in this period?—I suppose it would do; the number must rise and fall.

3847. But I would draw your attention to the fact that it is a steadily increasing number?—I do not advocate as a reason for the relief stations at all that they diminish vagrancy; not in the least. The merit I claim is that they relieve the genuine work-seeker; to me it seems a matter immaterial whether there are more or fewer genuine work-seekers; that is another question. I want to see these genuine work-seekers, few or many, helped to find work.

3848. Taking these figures, I think you will admit that they show, assuming them to be correct, a great increase in the use of these travellers' homes?—That is so, and that to me shows their great necessity.

3849. Does it necessarily follow that, because they are more and more used by the public, it is to the public advantage?—I think it is to the public advantage that you should allow a man who is honestly in search of work—and the possession of this book is an inferential proof—every facility in his search for work by offering him good accommodation.

3850. Is there not a danger, if you set up a network of travellers' homes—and the better administered as regards comfort, so much perhaps the greater danger—is there not a danger that by so doing you increase the inducement for a wandering life?—I can only say in Germany they are still further increasing them, and they will not be content until the country is covered with an absolute network of such relief stations. That seems to show their confidence in the use and necessity for these institutions, and a movement is now on foot to get the State to take in hand entirely the support of the relief stations; to make it a public charge.

3851. (*Sir William Chance.*) And the *Herbergen* too?—No, to make the State create a sufficient supply of public relief stations. The *Herbergen* are not necessarily to be supplanted, because they do quite an independent work. They lodge a great number of resident lodgers, and they would still deal with people who are able to pay; but to create a sufficient number of relief stations.

3852. (*Mr. Davy.*) Are there any municipal lodging-houses in Germany?—No, I do not recall any save those that are purely voluntary.

3853. There are plenty of common lodging-houses, I think?—No doubt. I have not acquaintance with the common lodging-houses.

3854. (*Dr. Downes.*) Turning to the labour colonies, I find that as regards Germany generally there is also an increasing number of colonists?—Yes.

3855. That is to say that in 1899, 7,244 persons entered thirty-one labour colonies, while in 1903, 10,307 entered thirty-four colonies?—Yes.

3856. And at the same time the refusals for lack of accommodation have risen enormously. Page 27 of the Board of Trade Report shows that in 1899 the refusals for lack of room were 376; and in 1903 they were 1,438. Should you regard that as a healthy symptom; not only is there the increased use of the *Herbergen*, but there is also an increased use of these labour colonies?—Of course, it would seem to imply that there are more men on the road.

3857. Have you noticed, as regards the age of those who now chiefly use the labour colonies, that the greatest increase is between the ages of twenty-one to thirty-one; the numbers of men of that age using the colonies in 1899 was 1,297, while in 1903 it was 2,081?—Yes.

3858. I suggest that young men of that age ought not to be resorting to labour colonies, if the German system were a complete success?—Of course, I may say I am not advocating the use of the labour colony upon the German basis. I quite recognise the point.

3859. Then there is the question of the average duration of stay in these German colonies. On page 29 of the Report you will see that the number of those who stay less than two months is very nearly half the whole. In 1899 the number staying less than two months is 1,484 out of a total of 2,982 and in 1903 it is 1,837 out of a total of 3,968?—Yes. But I may point out that many of the colonies have of late years insisted upon the colonists remaining a certain length of time. Originally there was no specified time; now it is more and more the rule to require that the men should stay a certain time. Even at Bielefeld the man must sign a paper that he will stay a certain length of time. That is a recent innovation.

3860. (*Sir William Chance.*) How could they enforce that?—They cannot enforce it; it is purely voluntary; there is no means of forcing the man to stay; they trust to his honour. The whole institution rests upon a purely moral and philanthropic basis.

3861. (*Dr. Downes.*) In view of the network of travellers' homes and the comparatively few convictions that are obtained, is there not a danger that such a system passes the man on from place to place rather than obtains convictions against him?—Convictions for what?

3862. For not performing his work, or a conviction for any vagrancy offence. There is a footnote, for example, on page 18 of the Report, as follows:—"In some instances (as ascertained by enquiries made in Germany by the writer of this Memorandum) the police simply hand the "homeless" applicant a few pence in cash and direct him to go on to the next town." I suggest that the system of the network of homes taken in connection with the few convictions that are obtained rather suggest that cases are passed on instead of being dealt with rigorously?—Well, of course, the idea is that the men who enter the relief stations do not belong to the ordinary tramp fraternity; they are generally regarded as being genuine seekers of work.

3863. At the same time it is extremely easy to obtain a pass?—There is a condition imposed that the man must either get one from the police or he must have worked for it; and then he gets it at the next station; he cannot get a pass at the place where he earns it. I think 6d. is charged for it. He must earn that 6d. with labour, but he cannot get his book at the place where he has earned it; he can only get it at the next one.

3864. A tramp has only to do a few hours work to get a pass?—Yes.

3865. Then the passes are easy to obtain?—Yes. Ultimately of course a man is found out. If he is found to be merely sponging upon the stations, then of course he is handed over to the police.

3866. On whom would the task of prosecuting the

man fall; would it fall on the local authority?—No, it would be a State charge.

3867. Have you studied the *Herbergen* in other parts of Germany beside Westphalia?—In Rhineland; I have seen them at Cologne; it is very much the same system.

3868. Should you attach great importance to the strict administration of the Westphalian regulations?—I should indeed.

3869. As to requiring work and so on?—Yes, the conditions should be very rigorously enforced.

3870. In Bavaria, it is stated, about three quarters of the *Herbergen* require no work?—I think the right thing would be to give the director powers of discrimination, and that of course is done, to some extent, in Westphalia. If the distance the man has to go the next day is a long one, he may be relieved of work.

3871. You propose, I think, in the first place to abolish casual wards in England, as they at present exist. What use would you make of the existing casual wards?—I should say if the existing buildings could be adapted into decent houses where honest work-seekers could be accommodated, let them be used in that way; otherwise I would not use them.

3872. You would as far as possible adapt them?—As far as possible I would adapt them, but I think one very essential thing is that a man should not be pauperised by being accommodated in these places; for example he should suffer no electoral disqualification.

3873. And you recommend that the passport system should be adopted?—Some adaptation of the passport system. I think that a pass might be given either by the police or by a man's trade union, or by the Charity Organisation Society.

3874. Have you anticipated any objections to that proposal in England, such, for example, as an infringement of the liberty of the subject?—I am beginning to think that in the case of the tramp we give the subject too much liberty in these matters.

3875. You think that the advantage of giving the man a certificate of character ought to override the sentimental objection?—I do. We ought to emancipate ourselves from phrases. I appreciate the liberty of the subject like a good Englishman, but I think the liberty of the community is of far greater value.

3876. Now what would be your test of the man who should be passed on to the house of correction, or the workhouse, as you would call it?—My idea would be that the house of correction should deal with the old offenders.

3877. How would you recognise your habitual tramp and loafer; what test would you apply to him?—That would be left to the discretion of the magistrate, in the same way as now the length of sentence is left.

3878. You would leave it entirely discretionary to him?—I do not see how you would be able to do otherwise; you could not say beforehand whether a man should go to a workhouse or not.

3879. Would you have him taken before more than one magistrate?—I have no opinion as to that.

3880. Have you gone into the question of the cost of the maintenance in Germany as compared with this country, say in the travellers' homes; is the cost of food cheaper?—It is very hard to say, and I would hardly like to say in these troublous days, but I do not suppose there is any great difference.

3881. And with regard to the supervision, is there much cost involved in that?—I know that the administration is extremely simple, the only paid official is what is known as the house father, with, of course, domestic service; but it is very simple.

3882. And who looks after the women?—These relief stations are not for women. None have yet been established, so far as I know, for the reception of women only.

3883. (*Mr. Simpson.*) Is a hot bath given on admission to the relief stations?—There is no compulsion about it; a man can get a bath.

3884. That would reduce the expense as compared with a casual ward?—I suppose so.

3885. (*Captain Showers.*) What sort of work would you provide at the workhouses you suggest for England?—I think the men should be put to the handicrafts which are most easily learned and which offer them the best chance afterwards of earning a regular livelihood. Mr. William H. Dawson.
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3886. What work are they put to in Germany?—I could answer that question best by giving you some of the employments that are followed in the Berlin workhouse.

3887. Would that be suitable in the case of tramps, do you think?—Of course it all depends upon how you would use the products of their labour afterwards. Now in Germany the plan followed is of supplying all municipal and provincial needs; any articles that provincial institutions require; for example in Benninghausen they supply all things which are needed in the provincial institutions for the blind, the deaf and dumb, and so forth, and the hospitals; they supply all articles of furniture, woven articles, linen, various utensils of tin and iron, and so forth.

3888. If that was done in England, would there not be an outcry that you were taking someone's trade away?—Well, it is a question whether the community should not be considered first. If this is done, you are saving the community expense.

3889. What is done in Germany with the ordinary tramp who is not a *bona fide* traveller?—He falls into the hands of the police; it is those men who fill the workhouses.

3890. You propose the same system here?—Yes, the workhouses would be for that class of offenders, amongst others.

3891. In Germany, I take it, they have very much longer sentences than we have here?—Very much longer; they go as far as two years.

3892. The idea is, I suppose, that the idle man should be forced by the length of the imprisonment to learn some trade, and become a useful member of society?—Precisely, he is given a long sentence so that the institution may have a reasonable chance, by discipline, of influencing his character; and I must say the directors of workhouses whom I have seen spoke highly, with limitations, of course, of the influence that is exerted upon these men.

3893. What do you think would be a suitable sentence to enable a man to learn a handicraft?—I would hardly like to answer that question; it would be merely a matter of personal opinion.

3894. Would you not advocate giving a man a long sentence, and having some means of letting him out before the end of the sentence if he has learned a trade, or shows that he could maintain himself?—I should quite think that that would be the right thing.

3895. And should he after that fall again into the hands of the police, would you have the full sentence enforced?—I presume that would have to be taken into account, just as now, in the case of prisoners, their antecedents are considered.

3896. (*Mr. Davy.*) There is a considerable number of trade societies in Germany, I think?—Yes.

3897. Do you know whether these trade societies give their members travelling tickets?—They give them travelling relief.

3898. Do these men make use of the *Herbergen*?—Very largely. I have seen these men enter, have examined their papers, and conversed with them. I should say, however, that the fact of the *Herbergen* having a religious basis prejudices many German working-men against them, but that is a condition that would not apply in England. The hatred of the Socialists for everything that savours of religion indisposes them to let their members enter these *Herbergen*. That would not apply with us.

3899. The whole institution of *Herbergen* and labour colonies was to a certain extent begun on account of the Socialist movement, was it not?—I will not say that, but I will say the whole work is really a part of what is known as the "Inner Mission" work of the Prussian State Church.

3900. This is in antagonism to Socialism?—That is so, but I do not think there was any political motive; I think it was pure philanthropy.

Mr. William H. Dawson. 3901. After the war there was a great recrudescence of socialistic ideas?—That is so.

24 Feb. 1905. 3902. And considerable distress?—Yes, I think it was a pure work of philanthropy.

3903. I remember a statement that "The tramp under modern conditions rolls along the network of *Herbergen Stationen*, and *Kolonien* like a ball until he finally settles down into a comfortable poor-house infirmary"?—It must have been written by some critic, I presume.

3904. Do you not think there is something in the statistics which would justify that criticism?—I see myself obvious defects in the German colony system. As I say, I do not advocate the introduction of the German system here.

3905. I will read an extract from "Tramping with Tramps" a book written by Mr. Flynt, which deals with vagrancy in Germany. It is this:—"The community practically says to the culprit: you can make use of our *Verpflegungs-Stationen*, where you can work for your lodging and meals, and have also a half day to search for work, if you can identify yourself as a seeker of labour. We not only offer this, but also attempt to guarantee you through the efforts of our philanthropists, a casual refuge in the *Herberge zur Heimath*, while you are out of work. And if, through untoward circumstances or through your own carelessness and weakness, you have fallen so low that the *Stationen* and the *Heimath* cannot take you in because your identification-papers are irregular, and you appear more of a vagabond than an unfortunate labourer, we then invite you into the labour colonies founded also by our philanthropists, where you can remain until you have earned good clothes and proved yourself worthy. But if we catch you begging we will punish you as a vagrant; consequently you would do better to make use of all the privileges we offer, and thus break no laws. This is the theory, and I consider it a good one. But the man who will not work passes through the institutions as freely as the man who will, owing to the lack of determined discrimination on the part of the officers, and the desperate cleverness of the offenders."?—Yes, of course that is no doubt a true statement of the facts. But, assuming that many of these men do commit and repeat offences, it is what they do here too, and you must punish them. If a man will break the law, you must punish him.

3906. I am neither agreeing nor disagreeing, but so far as my memory goes that is quite a vivid picture of the state of things?—It is true to fact, of course, but it does not seem to me an argument against the punishment of the tramp by sending him to the workhouse. If he breaks the law he must suffer. And I would point out that the people who abuse the right of using the relief stations are very soon found out. If you read carefully through the conditions, you will see that if a man is found out he is handed over to the police at once, so that the malingerers do not long impose upon the relief stations. It is within the power of those who conduct them to say at once, "Now then, you are a rogue; we have done with you."

3907. I merely read that extract as being what seems to me a fair summary?—And I confess that I endorse it.

3908. (*Mr. Simpson.*) The German system is founded on the assumption that in Germany there is a large body of working men who perfectly legitimately have to travel on foot from one part of the country to the other?—Yes.

3909. Now, so far as regards the evidence we have received, there is very little reason to suppose that any similar large class exists in this country. There may be sailors going from one port to another, and there are a few working men travelling on foot in search of work. It may be that the industrial circumstances of Germany make a difference in that respect?—Well, I would only point out, going by the figures that were given to me five years ago as to Yorkshire, that in some cases the proportion of genuine work-seekers was put at 5 per cent.; in other cases it was 20, 15, 30, and in one case 50 per cent.; that is very excessive. But still, taking the whole average I was assured 20 per cent. were genuine work-seekers.

3910. 20 per cent. of the total?—Of the total number of users of the casual wards. But the fewer the genuine work-seekers, the less accommodation we should need, on my plan, to provide for them.

3911. (*Mr. Davy.*) In dealing with this German question have we not forgotten another class, those who travel for their instruction; people going on their *Wanderjahr*?—That is so; there are a good many of them.

3912. It is quite a common practice in Germany for a working man to travel to instruct himself?—The old guild idea is still carried out.

3913. That class would not exist in England?—I admit that.

3914. In Germany those people would use the *Herbergen*?—That is so.

3915. (*Mr. Simpson.*) Do you know sufficiently the industrial circumstances of Germany to say whether it is the case that a town will change much more rapidly than English towns are accustomed to do; that is to say, there is a sudden boom or a sudden fall in the industries?—I think Germany now has taken its permanent industrial form, and things have settled down.

3916. (*Dr. Downes.*) What are the arrangements in Germany for dealing with sick travellers?—I cannot speak in detail of the poor law relief, but such persons are maintained by the *Landarmen-Verbände*, that is the unions that deal with people who have no settlement.

3917. Would the officer in charge of the *Herbergen* call in a doctor if a man were sick?—That I cannot say.

3918. If he passed into the local hospital he would become a local charge?—He would be maintained during sickness; that I know. There are two classes of poor law unions, the local unions to deal with people who have domicile in the locality, and the district unions that deal with people who have no domicile.

3919. I do not know whether you have any examples of the dietary of any of these institutions?—Yes; I have the dietary at Benninghausen.

3920. Perhaps you would kindly let us have that?—I will send it to the Secretary. (*See Appendix XXIII.*)

ELEVENTH DAY.

Tuesday, 7th March, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*):

Sir WILLIAM CHANCE, Bart.

Mr. J. S. DAVY, C.B.

Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.

Captain SHOWERS.

Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*):

MR. JOHN HUTTON, M.P., called ; and Examined.

3921. (*Chairman.*) Mr. Hutton, you have been good enough to come to-day to give us your views with reference to the subject of our inquiry?—I come at the suggestion of the Home Secretary, sir.

3922. You are, I think, the chairman of the North Riding of Yorkshire county council?—Yes.

3923. And you were for seven years chairman of the North Riding quarter sessions?—Yes.

3924. You have taken very great interest, I know, in the question of vagrancy?—Yes.

3925. In the first place with regard to the existing law, have you any suggestions to make as to an alteration in the law?—Would it be convenient if I made a statement to you first?

3926. If you please?—I have not brought any statistics, because I understand the chief constable of the North Riding is coming before this Committee; I thought he would produce them with better effect at first hand than I could myself.

3927. Very good, then?—England appears to be the only important country in Europe where the tramp or vagrant classes are allowed to wander about unchecked. Loafing is the beginning of all vices, or more truly "tramp means scamp," as Mr. Preston-Thomas says. It seems a true description of this class. They are not only wasters, but a source of real danger and injury to the State. They are also a source of great annoyance and fear to our country wayside-dwellers; they call at a cottage and demand milk or meat, refusing bread or a drink of water, and threaten with abusive language every woman who refuses their demands. There are frequent cases of that class close to my own door. The first preliminary requirement is that the charge of these people should be removed from the poor law authorities to the police. In the North Riding of Yorkshire, and I believe in many other counties, a wayfarer has now to apply to the police station for his order for the casual ward of the house, an inspector or sergeant being appointed assistant relieving officer by a written order of the board of guardians. A very large proportion of the wayfarers are professional vagrants, and are therefore already members of a semi-criminal class, and the police are the proper persons to deal with them. An experienced policeman or relieving officer has little difficulty in determining whether an applicant for relief is a genuine working man in search of work, or a professional vagrant; though there must be some men on the border line and mistakes may be made, and very great care should be taken in drawing up any future rules for determining the two classes. The enforcement of the Local Government Board Orders with regard to the detention of vagrants has been effective to a certain extent, but the weakness of the administration is in the fact that the workhouse master is the sole judge as to what men he detains and what men he discharges on the following day. In the North Riding of Yorkshire vagrants have been reduced from 34,579 in 1899 to 24,171 in 1903. This is, I believe, due to the gradual adoption of the Local Government Board rules by the boards of guardians. But at the same time there has been a great increase in the number of vagrants committed to prison. This is partly due to the action of the chief constable in instructing

the police to arrest all persons found begging; but the result seems to be that the vagrants have found the prison so comfortable that they gladly allow themselves to be taken by the police, or commit some assault or damage to compel the police to arrest them. May I point out to the Committee the difference in treatment in the casual ward and prison? When a vagrant applies for an order at the police station (he must apply before eight in the winter or nine in summer) he is asked whether he has any money; if he has less than 4d., he receives an order, and he is then, if the constable thinks fit, searched; he then goes to the workhouse and is admitted to the casual ward; he is there ordered to turn out his pockets, and is further searched, and whatever is found is taken care of. Women are searched at Northallerton by the matron or the cook. The man has a bath, leaves his clothes on the floor, and puts on a shirt provided by the guardians, which is "washed by a tramp woman from time to time"! He has a supper of eight ounces of bread; he is locked up in a cell and sleeps on a board bed with three blankets which are "washed occasionally"! Unless he can persuade the master to let him go next morning, he is detained all day and a second night. He has a breakfast the same as his supper and a dinner of eight ounces of bread and 1½ ounces of cheese, or six ounces of bread and a pint of soup. He has to pick four pounds of oakum, and if he does not do it, can be detained another day. If he comes in on Saturday he is detained till Tuesday. The women have their allotted task, but are sometimes persuaded to remain to help in the work of the house and also to wash the shirts and blankets. But if a vagrant is arrested by the police, he is locked up in a roomy cell at the police station and he has a supper of bread and butter, with tea or coffee. Next morning he is brought before a justice, and possibly sentenced to seven days' imprisonment. He is removed to the prison and is taken to a reception cell. There he is stripped and has a clean warm bath—97° temperature—and a clean kit; he is probably seen by the doctor the same evening, who examines him, and if there is anything the matter prescribes for him. He has then a number given to him and is taken to his cell, where he has a plank bed, but with three blankets, a rug, two sheets (though not linen sheets they are sheets) and a pillow slip. The cell is beautifully warm and clean and ventilated. In the morning he is called by a gentleman in livery who brings him his breakfast. The prisoner has to sweep his cell, and the dustpan is taken away by the attendant; he attends chapel and takes an airing, and at 10 o'clock two pounds of oakum are given him to pick. As a rule he does not trouble to do it, and there is no means of punishing him. He has more and better food, excellently cooked, than he would have had in the casual ward, and if he is committed on the Monday he is discharged on Saturday morning after four days so-called work—after a comfortable rest in luxury unknown to him; and no wonder the vagrant prefers the prison to the casual ward. Personally, I am most strongly in favour of a pass system on the lines of the well-known Gloucestershire plan. But to be effective it is extremely desirable to transfer the charge of the wayfarer to the police and to the police county rate, so as to have one authority dealing systematically throughout the larger area of the county. At present the Gloucestershire system is impossible to work unless

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all the boards of guardians in the county agree to adopt it, which I fear is impossible, where there are over twenty unions, as in the North Riding. Short sentences are, in my opinion, most harmful; the whole object of imprisonment is (1) to reform the criminal, (2) to punish him, (3) to deter others. Any sentence under a month, especially under modern conditions of prison life, fulfils none of these requirements. The terror of the prison is outside it. The responsibility of sending a first offender is very great; but, when necessary, the sentence should be of sufficient length to make an impression on the prisoner's mind. I do not think that by simply arresting beggars and committing them to prison we diminish the number of vagrants so long as prisons are made into comfortable modern lodging-houses. All genuine wayfarers looking for work should have a bed provided for them in lodging-houses, shelters or labourers' cottages, as lodgers, at the expense of the county rate, and sufficient food to enable them to reach the next stage under a pass system. In my opinion labour colonies and penal workhouses, as in Denmark and Switzerland, are essential for dealing with the vagrant question, and I believe the labour bureaux in Austria are also very effective. There must, of course, be an alteration of the law to enable these men to be detained for a long period. Every possible facility and help should be given to the genuine seeker for work. Labour statistics should be from day to day supplied to the police so that they may help men to find work. Much seems to have been done in this way in Switzerland according to the very interesting report of Mr. Preston-Thomas. The Lindsey report expresses my views with regard to the present treatment of vagrants. But I do not approve of the vast Belgian colonies, which I am informed are far from successful, and, on account of their vast size, are a real danger to the State. In any system which may be adopted in this country, I venture to think that if men are to be reclaimed to work from vagrancy and idleness they should receive some remuneration for their work, to show them that labour produces money. Even in the casual wards of the workhouse a 1d. or 2d. for work done would encourage men to work with hope, and help them on their discharge. "Surely it is better policy to spend money in the prevention of pauperism rather than in the relief of paupers," said a Danish poor law official, on seeing a vagrant breaking stones in an iron grated cell in a London casual ward.

3928. I will ask you one or two questions, although it is rather difficult to find anything to ask after that excellent memorandum you have read to us. I take it you yourself are in favour of some actual alteration in the Statute law?—Oh, yes, certainly.

3929. I mean what you seek could not be accomplished by the issue of further Orders and Circulars by the Local Government Board?—No, I do not think it could be.

3930. You are strongly in favour of having really effective sentences on vagrants, and not committing them for these short periods of imprisonment?—Yes, certainly.

3931. Have you gone into the question of what are the most effective tasks in casual wards on which a vagrant could be engaged and for which he could be paid some small sums of money?—It so depends, I think, entirely upon the locality. It must, of course, be some form of unskilled labour. Where, for instance, stones can be broken more cheaply and are wanted in a particular district, I think stone breaking is a very proper task. Oakum picking seems to interfere less with other trades than almost anything else, and it is, I believe, partly remunerative; it does produce something, and it is a very convenient form of labour because it can be done in the cells.

3932. Have you had any experience of wood chopping?—No, but I should think that would be a very good form of labour too.

3933. It is in force in a good many workhouses?—Yes, it is.

3934. It depends partly on having a ready sale for the wood when chopped?—Yes.

3935. Have you anything fresh to suggest in the way of task?—No, I have nothing fresh to suggest.

3936. No doubt you are aware of the Gloucestershire way-ticket system?—Yes.

3937. If you had the initiation of a way-ticket system, how would you suggest that it should be begun and carried out?—Well, supposing a man wanted to go from my own

town, namely, Northallerton, to look for work at Liverpool, I should suggest that he should bring some certificate from his employer, or some other well known person in the town, stating that they had known the man, that he had been regularly at work up to a certain time, that he was a respectable man and wanted work, and that he had good reason for supposing that he would find work at Liverpool. He should take that certificate to the policeman who would be acting on behalf of the system at the police station, and if the police knew nothing against the man, a pass ticket should be issued to him, and this should mark his route throughout and entitle him at each place he came to to obtain bed and board; he should not be allowed to loiter. I was reading only a day or two ago about a system which is carried out in Switzerland; I think there is a card with squares marked upon it; at each police station the man goes to there is a stamp placed upon it, showing the date on which he arrives, and the date on which he leaves.

3938. You are contemplating the case of the honest wayfarer?—Yes.

3939. Now, let us take the idle man, and the man who does not want to work?—I should not let him go any further. I should alter the law. If it were proved that he was a professional vagrant, I should have him arrested and committed to one of the labour colonies or penal workhouses which I suggest.

3940. Yes, but supposing you do not know what the man is beyond that he is an indigent man and he tells you that he desires to get from one place to another, do you not think that the giving of a way-ticket to him would assist the police very materially in ascertaining whether he is an idle man?—Yes.

3941. Because if he does not pursue the route he has specified to the police, that would probably mean that he has not told the truth, and that consequently, in all probability, his desire was to loiter and gain a livelihood by begging and the like. Do you not think that in that case the way-ticket would be of very material assistance?—Yes, it might be of some benefit in the case of a man who is on the border line, as I said just now, between the professional tramp and the working man, a man who is drifting into the vagrant class. He does require, of course, special treatment, and he should have some kind of pass, as you say, from place to place, and he should have the chance of work given him; then if it is found that he refuses to work, and is descending rapidly into the vagrant class I should not hesitate to remove him to one of the vagrant workhouses or colonies.

3942. Quite so. The very fact that a man says that he wishes to go from Northallerton to Middlesbrough and you find that he has gone off in the direction of York, is *prima facie* evidence against that man that he is one of the idle class?—Certainly.

3943. And in that way the way-ticket, if it was found on him, would be *prima facie* evidence against him?—Certainly.

3944. From that point of view, the way-ticket system would not only be of assistance to the honest man, but would very likely lead to the detection of the dishonest man?—Yes, certainly.

3945. If some scheme of way-ticket, which would serve both ends, could be devised, do you not think it would probably be a very good thing in dealing both with the honest and the dishonest man. It would be no slur upon the former to have a way-ticket; and it would be a means of detection of the latter?—No; but I want to differentiate between the really genuine respectable hard working man, and the in and out sort of man, the man who is working to-day, gets a job or two, and then goes off on the road, but who is not necessarily a vagrant. I should like some form of way-faring ticket for the best class of man to be almost a character, a written character for him to produce at any place where he is going for work.

3946. That is something like the German system under which a young man has to carry a work book?—The fact of a man getting this particular pass from the police in the place where he starts should be a character for him, so long as the route upon that pass was followed.

3947. Quite so?—So that when he gets to Liverpool he can then produce this pass from the police at Northallerton which would be in itself a certificate that the man

was well-known in his own district and a respectable working man.

3948. With regard to labour colonies, would you have them conducted by the guardians or under the supervision of the Home Office?—Under the supervision of the Home Office, undoubtedly.

3949. Then you would, I suppose, have a body of visitors to report to the Home Office, as now in the case of prisons?—Yes, certainly, there should be a visiting committee.

3950. The committee might consist of say, magistrates and guardians?—I would suggest that the standing joint committee would be probably the most useful. I wish if possible to get the treatment of the vagrant question entirely out of the hands of the Poor Law.

3951. However, you probably would be of opinion that it would be well to have some local inspection, like that by the visitors of prisons, combined with the superintendence of the Home Office?—Certainly.

3952. (*Mr. Davy.*) I gather that you are in favour of absolute uniformity of administration with regard to vagrants?—Yes.

3953. And you think that uniformity could be best attained by having one authority to deal with them?—Yes.

3954. And that authority you suggest should be the police?—The Home Office.

3955. The Home Office, and locally the police?—Yes.

3956. Would there not be some difficulty in connection with the buildings which are now used as casual wards?—Well, I have thought of that. If it were necessary to build new cells at all the police stations that would be a very costly thing, but I think that nearly all our workhouses in the North Riding have the casual ward cells close to the entrance to the workhouse, and with very little difficulty arrangements might be made to transfer the use of the present casual ward to the police. I do not think it would interfere with the workhouse or with the workhouse discipline, and it would save great expense on both sides.

3957. But in many cases the casual wards are some distance from the police station, are they not?—Well, in small country towns that is not so, I think.

3958. But that is a point which we should have to consider?—Yes, certainly.

3959. I think it may be historically stated that the pauper vagrant arose in this country owing to the applications of non-settled men for admission to the workhouse?—Yes, I suppose it was so.

3960. Well, would you not again have applications for admission to the workhouse from destitute men of the same sort. I am assuming that, as you propose, the casual wards at the workhouse are handed over to the police. How would you deal with such cases?—I should refer them to the police, who would inquire into each case. If the police considered that the man should be dealt with as a vagrant, they would then deal with him. But if he were not a subject for the police, and was entitled to poor law relief, and satisfied the police to that effect, I should send him back to the master of the workhouse and say he should admit him.

3961. I am not suggesting that the difficulty is a very serious one, but there is a difficulty that would have to be considered?—That might be so. I do not think it would occur in the country districts; I do not know the large towns.

3962. If there were no vagrant wards at the workhouse, vagrants would still come and ask for admission to the workhouse?—They are not admitted into our workhouses now unless they come with an order from the police officer.

3963. They go to the vagrant wards now?—Yes.

3964. Suppose there are no vagrant wards near?—But I do not contemplate that; I contemplate that there should be vagrant wards, as there are now, in every market town.

3965. But that the management should be handed over to the police?—Yes. The vagrant ward should be entirely administered by the police.

3966. (*Sir William Chance.*) You contemplate a different kind of vagrant wards altogether from the present kind?—I suggest that the old vagrant wards should be utilised, wherever possible, for the purposes of the new wards we are contemplating under the police; that the guardians should either rent them to the police, or that they should in some way arrange to transfer them, wherever they are suitable, so as to save the expense of building special vagrant wards connected with each police station.

3967. (*Mr. Davy.*) So that new vagrant wards would only be necessary in a few cases?—Yes.

3968. Under that system you might close certain vagrant wards, might you not, where they are now rather close to one another?—Yes, certainly.

3969. That would be one advantage from having a single administration for the whole county?—Yes, certainly.

3970. In each case there would have to be a police officer in charge of the vagrant ward, I suppose?—Yes.

3971. You say that there can be no great decrease in vagrancy in the North Riding unless there is complete unification of authority. But I suppose you would agree that, if it is necessary to continue the guardians' relief of vagrants, co-operation with the police is very desirable?—Yes, I do.

3972. And you have that co-operation in the North Riding to some extent?—Yes, we have.

3973. More than in most districts?—I do not know to what extent it is adopted in other districts. It has always been the case in the North Riding, I think, so long as I can remember.

3974. You have told us that there is a great increase in the number of commitments of vagrants to prisons?—Yes.

3975. What is the sort of average sentence which a man gets in the North Riding for an offence under the Vagrancy Act?—Well, seven to fourteen days, I think, is the average sentence.

3976. Is there any common understanding amongst the magistrates as to the sentences to be given?—No, I do not think there is.

3977. Not even in the same petty sessional division?—No, I think it depends on the magistrate in the chair.

3978. Do you in any case give sentences up to twenty-eight days?—Oh, yes, occasionally.

3979. Do you think that would be a deterrent sentence?—I think as a first sentence it is sufficiently deterrent.

3980. But the seven days is not a deterrent sentence?—No, not the least.

3981. And the vagrants think that the prisons are comfortable?—Most comfortable, I think.

3982. And say so?—And say so. May I read what some vagrants have said who were committed to prison during the last autumn in the North Riding. I have got three instances here which show the endeavours they make to get into the prison instead of the workhouse. This is a cutting from a local paper I got last autumn.

"On Tuesday last, William Davis, tramping labourer, petitioned Inspector Henderson to take him to gaol for being drunk. He was drunk, but not so bad as to call for police help, and the inspector declined to oblige. The philanthropic inspector told him to go to a lodging-house, and he replied he had no money. Why did he not go with the money he had got drunk with? He preferred to have a good 'booze' and then a rest! The philanthropist advised him to go to the vagrant ward, and the petitioner shuddered. He would not be pushed off and a constable led him away; in vain the inspector threatened with his stick, and the petitioner squared for fight, and eventually the inspector had to comply with the obstinate petition. The applicant said he was footsore and tired, and wanted a ten days' rest before he started work again! The Bench were there to mete out penalties and rewards, and they did not concede the whole reward desired; but Rhadamanthus smiled when he said: 'We give you seven days' rest!'"

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Then there is another case :—

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A New Aspect of Prison.

"During the last two weeks the gaol has been presented to Northallerton magistrates in a new aspect—as a place of rest and recuperation—a kind of health resort and sanatorium. Last week an inveterate, incorrigible, typical tramp, Walter Rowlett, for begging alms at Osmotherley, was sent to gaol for fourteen days with hard labour, and he complained this was not enough—he wanted more. He received fourteen days at Lincoln, Wakefield, Derby, and elsewhere, and he desired a longer period of rest ! The magistrate, Mr. John Weighell, genial, kind gentleman though he is, could not see his way to comply."

Here is the third case :—

The Attractions of Prison Life."

"In a recent note allusion was made to the experiences of the Northallerton magistrates, who had before them two members of the nomadic fraternity, who implored to be sent to prison 'for a rest.' This new aspect of prison life is not the exclusive possession of Walter Rowlett and William Davis, for at Guisborough, this week, Ernest Jones intimated his conviction, though not in poetical language, that

'Stone walls do not a prison make,
Nor iron bars a cage.'

Jones was described in the charge sheet as a tramping labourer. In the course of his peregrinations he arrived on Sunday at the staid little village of Pinchingthorpe, and made play on the windows of the railway station with half-bricks. He carried plenty of ammunition, several other stones being discovered in his pockets, but his aim was true, and the few missiles he spent were sufficient to warrant his arrest. He confessed his guilt with a weary smile, observing that he did it because he wanted a rest. The magistrates feelingly gratified his desire by ordering a fortnight's imprisonment, and the only regret Jones appeared to feel was that the term was not a longer one."

Those are simply casual cuttings taken out of a local paper last autumn.

3983. Do you suggest that it would be possible to enforce minimum penalties by legislation, so that no man should be sent to prison for an offence under the Vagrancy Act for, say, less than twenty-eight days or less than fourteen days?—Personally, I feel so strongly about twenty-eight days imprisonment that I consider if a man has not committed an offence worthy of twenty-eight days imprisonment, you must forgive him a first fault or a second, or even a third fault.

3984. But do you think that you could insist upon magistrates giving a certain length of sentence?—Of course, the difficulty is in the case of fines; a small fine carries imprisonment. But I would certainly legislate to prevent any person of any kind or description being sent to prison for less than twenty-eight days.

3985. And certainly a person of the vagrant class?—Yes.

3986. The vagrant population are people of a very low standard of comfort, are they not?—Oh, very.

3987. Therefore, what would be a hardship to a well-to-do man in a prison is no hardship to a tramp?—No.

3988. So that a prison, to be a real punishment to a tramp, would have to be rather harder than the prison for an ordinary person?—Yes.

3989. And it is suggested that the way to remedy that is to give longer sentences for persons of the vagrant class?—I should rather have the vagrant prisons which are called penal workhouses; the same as there are in Denmark.

3990. And in Germany?—I am sorry to say I have not been able to find any description of the German system.

3991. Those penal workhouses in Denmark are, to all intents and purposes, prisons, are they not?—Yes.

3992. They were built under the Danish Act of 1892. Within five years after the passing of this Act, penal workhouses had to be built?—Yes.

3993. To those penal workhouses are committed persons who are guilty of workhouse offences?—Yes.

3994. You are aware that in Denmark no destitute person may leave the establishment to which he is committed, without the consent of the poor law authority?—Yes.

3995. So that they are not troubled with ins-and-outs there?—No, a most desirable improvement of the law.

3996. You are also aware that every pauper in Denmark is paid a certain small sum, a penny or twopence a week?—Yes.

3997. And part of that accumulates until the man has enough to keep himself for a fortnight?—Yes, that is so, I believe.

3998. He then can appeal to the poor law authority to let him out?—Yes.

3999. And they do let him out, as a matter of fact?—Yes.

4000. Do you think that system would be worth considering in England?—I do.

4001. It may be a way out of the difficulty of sentencing people to long sentences for what the public think venial offences?—Yes.

4002. Well, these penal workhouses are practically prisons?—They are.

4003. And men are sent there for six months?—They are prisons where work is done outside in the gardens or in the fields.

4004. I think it would be an accident whether there was or was not outside work. They are places in which the discipline is supposed to be very rigid, are they not?—Yes, very much so.

4005. Under the Danish Act the regulations, which are approved by the Minister of Justice, may prescribe, as punishment in cases of important breaches of order, confinement in the cells of not more than two months?—Yes.

4006. It looks like a prison?—Oh, yes, it is a prison.]

4007. The head of the police must assent. So that if we had in this country labour colonies or penal workhouses they would be essentially prisons, would they not?—Yes.

4008. And therefore, properly, under the supervision of the Home Office?—Yes, and vagrants would be committed direct. Instead of being committed to the prison, they could be committed direct to the penal workhouse.

4009. As I take it, after repeated convictions for vagrancy?—Yes.

4010. You would advocate that a man should be sent to one of these penal establishments?—Yes.

4011. With, as you say, a longer detention. Have you formed any opinion as to how long that detention should be?—Well, it should be up to three years, most certainly.

4012. It varies in different countries of Europe from six months to three years?—Yes.

4013. You think three years?—Three years is a reasonable time.

4014. What do you think would be the proper tribunal to impose that penalty—quarter sessions?—Yes; I do not think that should be left to petty sessions.

4015. So that the petty sessions would convict, and send up for sentence to quarter sessions?—Yes, that would be so.

4016. (Mr. Simpson.) Like an incorrigible rogue now convicted at petty sessions and sent up to quarter sessions to be further dealt with?—Yes, the same kind of thing.

4017. (Mr. Davy.) But you would not advocate that such a punishment as that should be in the hands of petty sessions?—No.

4018. About the wayfaring ticket; the honest wayfarer is a very small proportion of the total number of vagrants, is he not?—Oh, yes, very small.

4019. And yet public opinion makes it necessary for us to deal with him in some way?—I think it is only right it should be so.

4020. And you suggest a ticket system?—Yes, I do not see any other way of getting out of it.

4021. A ticket given to a man, not because he is in search of work, but because he has been working?—Because he has been working and wants to go somewhere else to obtain work owing to the work where he is slackening off.

4022. Would you give him a ticket because he was going to such and such a place to find work?—Well, there are two classes of men; there is the man with a character, who wants to go to some definite place to find some definite work; and there is the man who says he is looking for work and may take a day or two, on the border line; he wants to be treated, I think, in a different way to the man I have just spoken of; he is on trial as it were.

4023. That is just what I want to get at; would you give him a ticket?—I think he should have a ticket, but not of the same kind as the first man.

4024. Supposing an improper person got hold of a ticket, might he not use it as an instrument of mendicancy?—Of course, that might be so; that, of course, is a danger.

4025. But that can be dealt with as the difficulty arises?—They should be punished where found out. The man would be traced, and, therefore, he could be punished much more easily in that way than he could at the present time for begging.

4026. (*Chairman.*) With regard to your proposal that on, say, the first and second convictions, you would not give imprisonment, what would be the best way of identifying the man; I take it you would have his convictions recorded?—Yes.

4027. There would be a register of tramps so convicted?—Yes.

4028. Care would have to be taken as to how that register was kept, because you would want to identify the man from it?—The difficulty would only be in the first instance, for as you gradually got these tramps off the road they would gradually disappear, and the numbers would be so much reduced that there probably would be less difficulty in identifying them.

4029. But in the case of a man who you had every reason to believe had been convicted before, you would want to get at his convictions?—Yes.

4030. The clerk of the petty sessions would keep the convictions of every man, as far as he could, his description and his name—which would perhaps not be of much use; but his description might be kept by means of a system of finger marks, and so on; and a man could be identified so that in his third conviction he could have a longer term of imprisonment?—Yes.

4031. In connection with another Committee on which I sat, Sir John Bridge advised that in the case of an inebriate the seven days' sentence was the very worst thing you could give him, either as a deterrent or for his health's sake?—Yes.

4032. His advice was that you should bind the man over. That would be recorded against him; and that should be the practice for first and second convictions for drunkenness; on the third conviction you would give him, not seven days, but a considerably longer period?—Yes.

4033. You might in this case adopt a somewhat similar plan to that recommended by Sir John Bridge?—Yes, exactly.

4034. (*Mr. Simpson.*) As regards the way-ticket, if there are stations marked on it and there is a considerable distance between one station and another, say ten or fifteen miles, do you not think that if a wayfarer sticks to his route, and walks his ten or fifteen miles a day, that is pretty good evidence of his *bona fides*, that he is not a mere loafer?—Oh, I think the tramps do that now. No, I do not think that would be at all enough. The tramp at the present time frequently walks fifteen miles a day, or even more.

4035. You have actual knowledge of the nuisance the tramps are to cottagers near you?—Yes.

4036. And you think the nuisance is great?—Oh, very much so. In the North Riding there has been almost a state of terror. This last Christmas there were several very serious assaults in the road, quite early in the evening, upon respectable people, and in my own neighbourhood neither man nor woman dare go out after dark to church or anywhere; they were in a perfect state of terror. There was a case of assault a day or two ago near Thirsk.

4037. (*Chairman.*) Do you live near the Great North Road?—No, the Great North Road is on the other side of me. We are on the main road, or nearly so, between Ripon and Northallerton. As a matter of fact, we never have a tramp at our own house.

4038. (*Mr. Simpson.*) Do you think a considerable proportion of the tramps are guilty of serious offences?—No, I do not think as a rule we do find that; I do not think the tramp is very much of a thief. If he is, it is in a very small petty sort of a way; I do not think he takes the trouble to break into a house or anything of that kind.

4039. When you were chairman of quarter sessions and incorrigible rogues were sent up from petty sessions to quarter sessions for sentence, were they mostly regular tramps?—I do not remember ever having a case myself.

4040. But probably if the magistrates in petty sessions knew that by sending a beggar, say, up to quarter sessions he might get some such sentence as three years in a penal colony, they would be much more likely to send him up?—Yes, certainly.

4041. Did you not say that in the North Riding the man who is arrested and taken to a police station gets a supper of bread and butter with tea or coffee?—Yes.

4042. That is supplied by the police?—That is supplied by the police-sergeant.

4043. That is much better than what he gets in prison?—Oh, yes.

4044. Or in the vagrant wards?—Yes.

4045. Then suppose you hand over the vagrant wards to the management of the police, would not there be rather a prospect of the tramps being better treated than now?—There would be, I suppose, some regulations made for their treatment. I assure you I would much rather trust to the discipline and management of the police, than of the present country workhouse master and his assistants.

4046. In Sir John Gorst's Vagrancy Bill of last session, it was proposed that county councils and councils of county boroughs should contribute sums towards the establishment or maintenance of a labour colony; do you think your county would be likely to contribute something towards that?—Well, I take it that would be in relief of the poor rate.

4047. Yes?—I would rather keep the county councils out of it to this extent; I would rather it was a police matter, and left to the standing joint committees; let them make their demand the same as is done now in all police matters upon the county council, simply to pay the rate. I think that in all matters connected with the police the standing joint committee is a very useful intermediate body between the county council and the justices. It prevents a great deal of general discussion upon matters which perhaps are none the better for open discussion, and the standing joint committee is quite capable of doing whatever would be the best in the general interest of the county. The county council, I think, should simply have to find the money on their demand.

4048. But, speaking generally, you would agree that the rates should pay a good deal of the cost of labour colonies, even though the taxes paid some of it?—Yes; taking it simply as a transfer by law from the poor law to the special police county rate.

4049. (*Sir William Chance.*) The particular union to which you referred, and of which you gave us a description, was the Northallerton union?—Yes.

4050. And the prison was the county prison of the North Riding?—Yes.

4051. For some years you have been very much interested in all questions of poor law administration?—Yes.

4052. Have you been a guardian?—I served as an *ex-officio* guardian some years ago, and worked very hard for a few years.

4053. In the Northallerton union?—In the Thirsk union; that is my union.

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Mr. John Hutton, M.P. 4054. But the union you described is Northallerton?—Yes.

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4056. How long have these cells been in use?—I should think for twenty years, at least.

4057. Do you remember the effect of the cellular system, when first started, on the number of vagrants?—I am speaking only from dim memory, but my impression is that the effect was instantaneous.

4058. There was a decrease?—At once; a very considerable decrease.

4059. How long did that decrease last; can you remember that?—No; I do not think the effect has really ever worn off. I have here a return issued by Mr. Lowry, the Inspector of the northern district, which shows the number of vagrants relieved during the five years ended Michaelmas, 1903. At Northallerton the number varies from 846 in 1899 to 987 in 1903; it is always under 1,000; it has been down to 739 in 1900. Northallerton is a very central market town; it is where there is a great converging of highways from the West Riding to the Cleveland district. At Reeth, a little town in Swaledale, a most out of the way place, they had 1,148 in 1899, going up last year to 1,382; there they have no cellular system, though it is a place not half the size of Northallerton, which is on the high road.

4060. Is there any special attraction for vagrants to go towards that particular place?—No; that is a thing I cannot understand.

4061. You think possibly that they may go there on account of the Order of the Local Government Board not being carried out?—I think partly so.

4062. I think in Northallerton, according to your description, the Order is carried out?—Yes, it is.

4063. Detaining for two nights or four nights as the case may be?—Yes.

4064. And has there not been any special increase of vagrants in Northallerton?—No.

4065. Though there has been in other neighbouring unions where the Order has not been so well carried out?—Well, I do not say an increase, but they go on with a very high figure.

4066. Has there not been a very large increase in other places?—There has been a decrease in vagrancy in the whole of the North Riding for the last five years; it has gone down from 34,000 to 24,000.

4067. That is rather remarkable?—It is so different in Durham. There the number had increased from 44,000 to 50,000; and in Northumberland from 27,950 to 35,771.

4068. You can give no reason for that?—The only suggestion I can make is the more general application of the cellular system in the North Riding.

4069. There are more workhouses with the cellular system in the North Riding than in Durham?—They have increased in the North Riding; first one union and then another has adopted the Local Government Board regulations, and that has always had a good effect.

4070. And are the guardians generally pleased with the result of their establishing the cellular system?—Yes.

4071. They have found that the result is that vagrancy has diminished, or at any rate not increased?—Diminished, as a rule. May I refer to a difficulty in connection with vagrant ward statistics. I have no specific charge to make, but there always seems to me a very great danger of leakage. I can see no reason why if a workhouse master is a dishonest man he should not discharge his vagrants on the first morning after they have been received and draw rations for them for two days; and I have heard of workhouses—I do not wish to be more specific than that—where, on a change of master, as soon as the new master came into office, the vagrants were reduced by half, although there was apparently no diminution in the flow. It is a curious point of leakage.

4072. Your desire is that the vagrant should be entirely transferred from the guardians to the police?—Yes.

4073. That would include all classes of wayfarers?—Yes.

4074. Do you not think there are *bona fide* wayfarers amongst these vagrants?—Yes, certainly.

4075. Might there not be an objection on the part of some of those to go to a police station, if they are *prima facie* honest men seeking work?—I do not think so; at least there is no feeling of that kind locally in the North Riding. I understand there is a very strong feeling in some counties against it, but with us I have never heard the objection raised in any way at all.

4076. You think that with the tickets you have suggested there would not be that objection?—I have thought about it a great deal; I do not think there would be any objection to them at all, certainly not in the North Riding.

4077. Then these *bona fide* wayfarers, when they have satisfied the police with the production of the proper way-ticket, are to be given accommodation in lodging-houses; is that your idea?—Yes, wherever accommodation can be found for them.

4078. Would you suggest that the existing casual wards might be utilised in that way; the police could say "You will have a bed in the casual ward for the night"?—If the wards were made comfortable; but the honest wayfarer should not be treated in the same way as the tramp.

4079. Your suggestion is that the professional tramps should not go near the workhouse. How would you distinguish the treatment of the two classes after the application to the police?—I suggested that the casual ward cells should be transferred wherever possible to the charge of the police. Where they are the old casual wards under the charge of the police, or new cells adjoining the police station built for the purpose, there is no reason, of course, why some of them should not be fitted up better than others for the better class of wayfarer; otherwise, I do not see why the treatment should not be as now at Northallerton where, if a respectable man comes for relief to the police sergeant, he gives him a pass for a lodging-house.

4080. You wish the responsibility for dealing with all these vagrants transferred to the police; you do not wish to see the present casual wards abolished, but that they should be under police control?—For the sake of expense, where the casual wards are so detached from the workhouse buildings that they can, without interfering with the workhouse, be transferred to the police, I should certainly allow that to be done.

4081. Would it not be possible under your scheme for a wayfarer to apply in the first place at the casual ward, and then, if his papers were in order, he should be kept in the casual ward and properly treated and sent on the next day; but if his papers were not in order, then he should be referred to the police station and the police should take charge of him?—I should abolish the connection with the poor law authorities entirely, and compel the vagrant to deal with the police and the police only.

4082. (Chairman.) As I understand you, the casual ward becomes a police station?—That is my idea.

4083. (Sir William Chance.) You do not approve, I understand, of the Belgian colony system?—I do not know it personally; my opinion is formed from what I have read about it and heard about it.

4084. And from what you have heard about the colonies you do not think they would be applicable to England?—Oh, no. They are an enormous size; they have about 8,000 persons altogether in the two colonies.

4085. What is your opinion as to the effect they have upon the vagrant?—I am told it is perfectly hopeless any person going in there. If he was rather bad, he is made very bad; the effect is most deteriorating and most harmful in every possible way. If a person accidentally gets in there, a semi-respectable man, I am told there is no hope for him at all, and that he will come out a most perfected villain and blackguard. This is all from hearsay; I have not been there myself; but from what I have heard of the colonies from people who have been there they seem to me to be very dangerous and very deteriorating in every sense, and they are much too large.

4086. Have you considered the question of women and children; how should they be dealt with under this

new system of putting the vagrants under the police ?—It is a smaller branch of the question, which will have to be dealt with. It did not seem so important to me as that of the male tramps. My own impression would be that as soon as you have taken the men off the road the women and children would disappear off the road. They would settle down somewhere.

4087. You say that a great deal of alms is given by the poor people to vagrants ?—Undoubtedly.

4088. And you think that the greater part of the support which they get comes from the poor ?—Yes, I do.

4089. I suppose you are of opinion if this almsgiving could be put a stop to, that the vagrant would not think it worth his while to keep on the road any longer ?—I quite think so.

4090. If giving alms were made an offence, vagrancy would probably cease ; the vagrants would find some other employment ?—In some of the Swiss Cantons, I think, a person is fined 10s. if he is found giving anything to a vagrant ; but I think that would never be applied here.

4091. (*Dr. Downes.*) You were speaking about the lack of criminality amongst the tramps in your district ; do you get any stack-firing or burning of barns ?—Yes ; but these are not done on purpose, from a criminal intent. I think they are chiefly caused by carelessness.

4092. A man who is smoking drops a match ?—No doubt that is a source of danger ; but I do not think it is from criminal intent.

4093. It is one of the drawbacks of the tramp ?—Yes a very serious one indeed.

4094. I think from what you said you would regard the question of classification as very important in connection with the labour colony or penal workhouse ?—Yes.

4095. That is to say that, if possible, you would exclude the criminal class ?—Certainly.

4096. The arrangements should permit of some persons being separated, if necessary, from the worst class, if the latter were found to have a detrimental effect ?—Yes.

4097. You would have to consider the question of association of the inmates in any such colony ?—Yes.

4098. In connection with the pass system you propose there is the question of identity ; do you think it possible that a man who had obtained a pass might sell it ?—Yes, I do.

4099. So that it would seem almost necessary to have some evidence of identity on the pass itself ?—It would be much better if it could be done, no doubt.

4100. A thumb-print might perhaps do ?—Yes.

4101. You propose that the genuine wayfarer who has a pass, should be provided with food and lodging at the expense of the county rate ; do you think it would be necessary to have any remedy, in case of default on the part of the county in providing such facilities ?—Well, if an Act were passed dealing with the tramps in this way, I do not see that the county could refuse, especially if the system is conducted by the standing joint committee. The standing joint committee act independently of the county council as a rule, being half of them justices ; my experience is that the standing joint committee could be trusted to carry out the law without the discussions or the objections which might be raised in a full county meeting.

4102. You think that perhaps that point might be left until it is found, in practice, that some compulsory power is necessary ?—I think it would not be necessary.

4103. Would you require the genuine wayfarer to perform any work in return for that food and lodging ?—No, I do not think I should. I should not like to express any strong opinion upon it, but I think he might be allowed to go on as speedily as possible.

4104. In fact, it would be more important to the State to get him to his work than to keep him to perform some task which is more or less useless ?—Yes.

4105. At what distance apart would you have the stages for the genuine wayfarer ?—I should say, not less

than ten miles ; I think that a man ought to be able to do fourteen miles a day.

4106. A fair day's walk might be regarded as the equivalent of the work ?—Yes, quite so.

4107. As regards the casual applicant at a workhouse, who is destitute, if there were no casual wards under the Poor Law, would it meet the case if the master had power to admit that man and set him to work and detain him, pending police inquiries ?—I think that if there is no police station in the immediate neighbourhood of the workhouse, probably some arrangement of that kind should be made.

4108. (*Sir William Chance.*) It is often the case where the workhouse is in a country village, that the only police station near is the house of the policeman ?—That is not the case in the North Riding. I think there is only one village in the North Riding which answers to that description ; but in that sort of case arrangements ought to be made with the workhouse master to deal with the applicant, and then the guardians could recover the cost of his maintenance from the police rate.

4109. (*Dr. Downes.*) Pending inquiries ?—Yes ; I mean, I would not leave it to the village constable to deal with ; I do not think he is the proper man to deal with these cases.

4110. (*Captain Eardley-Wilmot.*) The reduction of vagrants in the North Riding from 34,000 to 24,000 is a great drop ?—Yes.

4111. When did that occur ?—That was in the last five years.

4112. You attributed that decrease to the enforcement of the regulations in the casual ward and to the activity of the police, I think ?—Yes, I think that is the proper way of putting it.

4113. In what does the activity of the police consist ?—I would rather you asked that question of the chief constable, who, I understand, is coming to give evidence before you. I gathered from what he told me that he has given instructions to the police to run in every man they see begging.

4114. Does not that show that prison is not so attractive after all, to these vagrants. Behind the police is only the prison ?—Yes, but I should prefer the chief constable, if you do not mind, to answer those questions.

4115. (*Chairman.*) Is it not also that you have been more strict in the matter of enforcing the bath and search ?—Yes.

4116. Has not that been a deterrent to a certain extent ?—Yes, I have no doubt it has. If you saw the bath at the workhouse, you would feel it a great deterrent.

4117. (*Captain Showers.*) They have a bath in the prison ?—Yes, there is a lovely bath there. I went through these two places, and I said to the police sergeant, " If I want a bed I will make you run me in here, instead of going into that awful looking place."

4118. (*Captain Eardley-Wilmot.*) Do you happen to know Lincolnshire at all ?—No.

4119. In that county they have practically no vagrancy, owing to the vagrants being vigorously run in and sent to prison ?—Yes, I have read the very interesting report of the Lindsey justices.

4120. (*Captain Showers.*) How would you suggest that prison should be made more distasteful so as to keep tramps from wanting to go there ?—Well, that goes to the whole question of prison discipline ; I think, myself, it is a very great pity to have done away with the mill. I think that those old really hard labour punishments were a very great deterrent. So long as the wheels ground corn, or pumped water, they were not humiliating or did not diminish the self-respect of the prisoners ; very few of them have got much self-respect to start with. I think the whole idea of the last few years of the discipline of the prison has been going quite in the wrong direction. The whole idea, so far as I can make out, of the prison measures, is that prisons are merely for reformation ; that you must do everything you can to bring the men under nice and sweet influences, and make them see how naughty they have been, and try to make them respectable members of society. I have full sympathy with that for first committals. I think that first committals should always be " chaplains' men " ; that everything should be done

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Mr. John Hutton, M.P. to try to reform these men and raise them. I think that the men who have been committed twice may have a little bit of that, but a little bit sterner discipline should be used; and the old hands I have no sympathy with at all; I think the only thing is to keep them in prison as long as you can, and make them work as hard as you can, and give up all ideas of reformation.

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4121. You propose that the police should manage the casual wards. Well, that would not really be police work?—No.

4122. Do you not think that this work would render the police liable to catch smallpox or some other bad disease from the tramps?—Tramps now go to a police station to get their order for the casual wards. I do not think there would be any greater danger than there is now, where the police act as assistant relieving officers.

4123. Do you not think there would be more danger if the police have to look after the tramps in cells than now when they see them only outside a police station?—As a matter of fact, at the two or three police stations I know, the tramps are now brought into the premises; and are generally searched there. I do not think there would be very much difficulty.

4124. What would be the rank of the policeman you would put in charge of these cells?—Nothing under a sergeant, most certainly; I should prefer an inspector.

4125. You would require more than one sergeant to supervise the tramps, I take it?—I mean, to be responsible; but he would employ constables under him. For instance, at Northallerton at the present time, an inspector is the assistant relieving officer, but he himself told me he very rarely sees the tramps; there is a sort of sergeant, or senior constable, who is in charge of the young constables, and he receives the tramps and issues the tickets to them. I do not care much who does the work as long as it is under the supervision of a superior officer.

4126. If the police are to have these extra duties put upon them, would it not be necessary to increase the force?—No, I do not think it would be necessary. You see, there are not many tramps in each town and already the police have to look after prisoners whom they lock up in the cells; they are accustomed to that kind of work; it is only a matter of making a little more broth.

4127. Who would have the looking after of the female tramps?—The wife of some inspector or sergeant who now looks after the female prisoners.

4128. Would not that be rendering her and her family liable to disease?—Not more so than searching prisoners who are brought in.

4129. With regard to the identification of these tramps, it is proposed, I think, that their finger-prints should be taken?—Yes, some of them.

4130. Then if you want to find out if a particular tramp has been convicted before, you would have to have him remanded, would you not?—Yes.

4131. That would take a certain number of days?—Yes.

4132. He might have to wait a week before he was dealt with?—Possibly, and then if you had a penal settlement he would probably be sent off for his three years, and you would get rid of him altogether. It would be well worth while retaining him for a few days to get rid of him altogether.

4133. In the labour colony, I suppose you would keep the confirmed tramp apart from the man who was only out of work?—I should try and keep the latter class of man away if possible until he became a confirmed vagrant; I should rather give him a passport to try and get work, and then, if he failed to get work, treat him as a tramp.

4134. As regards the number of tramps, is it not a fact that the same men are counted over and over again?—Oh, undoubtedly.

4135. And that gives a total number of tramps for a county much higher than the real number?—Yes, certainly.

4136. I think you are in favour of labour bureaux?—As far as I understand, labour bureaux might be made most useful things. I believe in Austria, especially, they are extremely well-conducted and extremely useful.

4137. Supposing employers were to let the police know at the different police-stations when they wanted

labourers; notices could be put up, and wayfarers in search of work would have an opportunity of knowing where to go?—Yes.

4138. If the work was some distance off, would it not be cheaper for the man, instead of tramping on and being relieved at various workhouses, to be passed on by rail to the work?—Yes.

4139. And it would give him less chance of becoming a tramp?—I should certainly be in favour of that.

4140. (*Mr. Davy.*) You are of opinion that before a man is sent to a penal establishment for a definite time, it ought to be proved before a competent court that he is an habitual tramp?—Yes.

4141. It would be by a formal process of law?—Yes.

4142. There is a good deal of loose talk about sweeping the tramps into labour colonies, is there not?—Of course, we cannot do that except according to law.

4143. In your opinion, would it not be enough to prove that the man was an habitual tramp, or must he have committed some offence?—No, I would only require it to be proved that he was an habitual tramp; that would be an offence in itself.

4144. That would be an offence—his habit of life?—Certainly.

4145. So that it would not be necessary that a man should have committed some offence that would bring him before the magistrates?—No.

4146. In that way you would deal with tramps like the miserable creatures we see wandering about?—Yes.

4147. You would take away their liberty?—Yes, certainly.

4148. What would you do with hoppers and fruit-pickers?—I have absolutely no experience upon that matter.

4149. In some counties in England a large number of people come at certain times of the year for hopping or fruit-picking; they live in temporary sheds or sleep out or go to workhouses; would you make the county provide for them?—I do not know; the only thing like it we have in my part of Yorkshire is the influx of Irishmen.

4150. Do they come into Northumberland as well?—I do not know about Northumberland, they come into Yorkshire.

4151. (*Chairman.*) You said that in the Belgian labour colonies, the number of inmates was very great and constituted a danger. Now, what do you think would be a reasonable number for a labour colony. I suppose in the first place you would have the sexes separate?—Yes, of course.

4152. How many men would you have in the colony?—I should think they should not exceed 200; from 100 to 200.

4153. Do you know what the numbers in the Swiss colonies are?—I think they are about 150.

4154. I take it you look forward to there being agricultural labour in the colonies?—Yes.

4155. (*Mr. Davy.*) Is that essential?—No; the penal workhouse need not necessarily, of course, be agricultural at all. Under the Danish system, in some cases at least the penal workhouses have land attached.

4156. (*Chairman.*) There is one matter connected with the way-ticket: under the Gloucestershire system the way-ticket includes a bread ticket?—Yes.

4157. As being a means of obviating begging?—Yes.

4158. A man who leaves the workhouse in the morning gets a way-ticket and that tells him where he can get a loaf of bread during the day?—Yes.

4159. That relieves him of any fear of hunger, and it also takes away any excuse for begging?—Yes.

4160. Now, would you contemplate a similar system in connection with your way-ticket?—Yes, I think so, certainly; it seems to me to be obviously the best plan.

4161. One imperfection in the present arrangements is that a man is turned out of the casual ward in the morning and expected to walk till six or seven o'clock at night without being given any means of getting a meal in the meantime?—Yes. He should certainly be provided in some way with a meal.

Mr. W. HENRY BARNEBY, called; and Examined.

4162. (*Chairman.*) You are a county alderman of the county of Hereford?—Yes, I am.

4163. And you have been a guardian, I believe, since 1867?—Yes. I was an *ex officio* guardian first of all; and afterwards an elected guardian, when *ex officio* guardians were done away with.

4164. You have been taking an interest in and working on boards of guardians since 1867?—I have very regularly.

4165. I think you were chairman of the Hereford guardians from 1890 to 1894?—Yes.

4166. And of the Bromyard board of guardians from 1895 to 1900?—Yes.

4167. And you were chairman of the Hereford rural district council from 1894 to 1903?—Yes.

4168. And now you are a guardian for both Hereford and Bromyard?—Both; I am now chairman of the county council finance committee and of the education finance sub-committee. I have had to give up the guardians' work to a certain extent on account of these committees.

4169. I think you are aware of the object of the present inquiry?—Yes.

4170. Now what have you to say with regard to the enforcement of the regulations as to casual paupers, and as to uniformity amongst the different boards of guardians?—My view is that if every workhouse had sufficient accommodation to carry out the existing regulations, it would go a long way towards reducing the numbers of tramps, especially if they were under police supervision. But this is not the case in many rural workhouses. At present a tramp will make for a workhouse where he knows he will be treated with greater leniency than in others, *i.e.*, owing to lack of suitable accommodation or to the system being lax.

4171. Are you referring to casual wards where there is no cellular accommodation as against wards where there are cells for vagrants?—No, I mean where the vagrants know there is shortness of accommodation, and where they know they are not detained two nights; these are the important points. And where they know they are not properly examined and properly washed. My experience of workhouse officials is that they cannot all do their duty in that respect; they have not got the opportunity of doing it; they have not the means and they have not the staff.

4172. Do you know of many workhouses where the requirements of the Order with regard to the bath and search are not carried out?—Well, I should not like to accuse any particular workhouse, but I know that this is frequently the case of necessity.

4173. I do not ask you to mention any particular one, but you are aware that there are cases in your part of England where the Order is disregarded?—It is impossible to comply with it with the accommodation and the staff they have got.

4174. Then it is not so much the fault of the workhouse masters as the fault of the accommodation?—I am not blaming the workhouse masters; they have not got the staff or in every case the means by way of accommodation.

4175. Workhouses, in fact, want bringing up to the present requirements?—Well, is it fair upon the ratepayers to increase the accommodation for these tramps? I do not think it is. They put off coming in until the very last minute, 8 o'clock at night, and then they come in a troop; there is not enough accommodation for them in most of the country workhouses, especially in Herefordshire in hop-picking time; there is only just the porter and his wife to look after them. It is quite impossible to do it properly without a staff. And then there is not the accommodation in the house to receive them; they are huddled away anywhere.

4176. You say the ratepayers would feel it very much if the necessary accommodation were provided?—Decidedly, because they would have to accommodate people who do not belong to the union at all. There is no question about that; in fact, the ratepayers complain very much now.

4177. You think there would be great difficulty in enforcing uniformity amongst the different workhouses?—Well, in 1894-5 I took a good deal of trouble to put in force the Local Government Board Order of 1882, and I presided over a large meeting at the Shire Hall, Hereford, to enforce that Order; for a certain number of years it was very successful, but now it is often given up. In many workhouses—take Hereford for instance—they have given up detaining anybody two nights. First of all, they detained them for two nights, and then some of them gave it up, partly on account of the soft-heartedness of the guardians themselves—"Oh, poor fellow, what a shame it is to keep a traveller in the house for two nights." He might be the biggest blackguard in England; they have got no means of distinction whatever. To show you how the numbers have increased, I have a return here from the Bromyard workhouse, from which it appears that in the year 1871 the total number of tramps admitted was 106, and in the year 1904 the number was 4,423.

4178. Now, to what would you attribute that very large increase?—Well, I think in a great measure to finding the casual wards are so exceedingly lenient. But may I say one word as to Hereford? In the year 1894, the total number of vagrants was 6,952, and in the next year (after the conference to which I alluded) it dropped to 4,170; and in the year after that to 3,424; and in the year after that to 2,720; it was only one-third you see. And then the authorities became rather slacker, and then vagrants increased again. Now they do not detain any of them for two nights.

4179. Was that partly owing to the condition of the labour market; was there less work?—Oh, no. On the contrary, so far as Hereford is concerned, in September, when hop-picking is coming on, these tramps come in and infest the country in thousands; 400 to 500 present themselves at the workhouse for sleeping accommodation and claim it, where there is only accommodation for fourteen people.

4180. Are those men really working men who are on their way to get work?—No, these people come out of the Potteries and the Black Country; they come for a summer holiday. They start about a fortnight or more before the hop-picking begins, and they rob orchards and steal sticks and so on, and they go to the workhouse for accommodation at night. Directly the hop-picking begins in Herefordshire, they are employed by some of the farmers, and the farmers have to find them accommodation of some sort or another; they sleep in out-buildings and so on. But about September the place is infested with them, and it is not safe to go along the roads. It is impossible to deal with that class of person.

4181. Do they earn wages sufficient to take them home at their own expense?—Yes, I think they do; and in some cases the farmer will put himself into communication with some large employer of labour and will pay their expenses down. They will come down then when he is ready for hop-picking and they will be employed at once. A lot of the ordinary vagabonds, as they call them, come down three or four weeks beforehand to have a lark; there is no accommodation for them in our workhouses, and they sleep in the sheds and come in and are fed and are sent off next morning, doing no work, and the workhouses are keeping them for nothing.

4182. Those men, when they come in that way, put themselves within the reach of the law?—Oh, yes; that is the reason the police ought to have more control over them.

4183. If a man comes down with the intention of doing nothing for a fortnight and lives upon what he can pick up, that man, for the time being, is a vagrant in the eyes of the law?—He ought to be taken up for sleeping out, to begin with.

4184. There is a legal remedy against him?—Yes, but it is not put in force.

4185. Now, with regard to the task of work in casual wards, what do you consider the most suitable form?—Tasks of work must of necessity change in different localities. In country districts stone breaking appears to be the most suitable for men, but women and children

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cannot be properly employed and are generally given very light work, such as cleaning out their own sleeping quarters and washing rough garments, etc. In the country there is no other task for the men at all except breaking stone and digging in the garden.

4186. Do you ever have any wood cutting?—Oh, yes; there is some, but that is kept more for the indoor paupers in the workhouse.

4187. Any oakum picking?—No, that is kept for the prisoners. I am a visitor at the local prison. Oakum picking is done in the prisons, and wood chopping, as a rule, is done by the regular inmates of the workhouse. The casual vagrant, where he can do it, gets stone breaking to do; and, where there is a garden, if he cannot break stones, he is given work in the garden.

4188. Digging, I suppose?—Yes. There is a large garden attached to some of the workhouses. So far as the women are concerned, there is nothing whatever for them to do.

4189. Except, as you say, some washing and cleaning?—They are put to cleaning windows; they are put to sweeping out their own wards; they are not admitted into the inside of the workhouse, but any rough clothes there are sent out to them to wash; still there is practically no employment for them and they get hardly any work.

4190. Is the dietary sufficient?—Yes, quite sufficient for the ordinary vagrant, but he ought to be put under the police and not under the workhouse authorities. I think a more liberal diet might be given to the *bona fide* traveller and charged to the union from which he starts. In any such case the traveller should produce a way-ticket issued either by the district council, or board of guardians, or some other local authority. I think the *bona fide* traveller should be lodged at the casual wards, while the vagrants should be entirely under the supervision of the police and in separate buildings to the *bona fide* travellers. The ordinary vagrant now, I think, gets enough food. There is a question about giving some bread on starting, but personally I am not in favour of it. The mendicity society, who issue bread tickets for wayfarers, have taken lately to send the tickets round to the porter's lodge at Hereford, and when a man leaves this workhouse, by applying at the porter's lodge he can have his mid-day meal given him for nothing.

4191. Is the meal given to him at the porter's lodge or only a ticket?—A ticket. He is asked where he is going and he is given this ticket, which takes him on to the next workhouse, and he can get the meal on his way.

4192. Is this a newly-instituted system?—No, the society has been going on for seventeen years, but it is a new thing to give the tickets at the porter's lodge. Well, what is the result? I see from a recent report of the society that in the year 1901 the number of vagrants relieved in Herefordshire in workhouses was 18,174—that is four years ago; and in 1904 the number comes up to 37,055—more than double. I do not believe in the system.

4193. (Mr. Simpson.) Those would be the number of admissions to casual wards?—Yes, during the year for the whole county.

4194. (Chairman.) And do you attribute that increase to the extra relief which is given?—No, I do not, because this extra relief is not very much; it is only about one pennyworth of bread. But the figures show how very much the vagrants are increasing; they have more than doubled within the last four years.

4195. Well, to what do you attribute that very large increase?—Well, I attribute it in great measure to the facility with which they can get accommodation at the workhouses; that is my opinion.

4196. In other words, I suppose, you would attribute it generally to the fact that the workhouse authorities do not strictly carry out the regulations of the Local Government Board?—I do not know what the reason is. The facts speak for themselves. But, whilst on the subject, may I say one word more in reference to these vagrants? I am of opinion, and I have found it out as a certainty, that there is no necessity whatever, or very seldom, for a *bona fide* working man who belongs to a friendly society, or who belongs to a trade union, to go to a workhouse at all. And, what is more, they do not. The unionists, and the Foresters, and the Oddfellows

have all got tickets now. They can pass a respectable man from one end of England to another free of the workhouse altogether, and very few indeed go to the workhouse; there is no necessity whatever to have these vagrants about the country.

4197. How would you draw the line between what you call the *bona fide* traveller and the vagrant—that is, the idle vagrant?—I would not let any man be relieved at a workhouse casual ward unless he had a pass from the place he started from: but would treat such men who had no pass as vagrants with no occupation and let them be relieved by the police.

4198. Then, I suppose, by means of the pass you would be able to distinguish the *bona fide* traveller from the idle vagrant?—Unless he had a pass to show, he would have no business to live upon the hospitality of the country.

4199. To turn to another point: we have had evidence to the effect that the vagrant often prefers prison to the casual wards. Have you anything to say as to this?—If the tramp really means this, the reason would be, I think, that the prison is warmer, cleaner, and better managed, the food is better and more regular, and there is less work on a seven days' conviction (practically only five days' work); and, in fact, the prison is far more comfortable in every respect. That is my experience as a guardian and as a visitor to the gaol. If I were a tramp I would much sooner go to gaol than I would go into the workhouse.

4200. Have you ever asked any of these men why they preferred the prison?—No, I have not; I think it is more swagger than anything else. I think the tramp very often says to the master, "I do not care about being with you; I would much sooner be round at the prison than be with you," and that sort of thing; I think that is what has given rise to it a good deal. Still, at the same time, I have, as a magistrate, come across cases where a man has been very anxious to get a conviction and be sent to prison. We had a case of a man who set fire to a rick or something, and he at once ran to the police station and gave himself up. When he was given twenty-one or twenty-eight days in prison he was very much obliged. That was in the winter months.

4201. (Captain Eardley-Wilmot.) Twenty-eight days for setting fire to a rick?—I forget exactly what the sentence was, but it was something of that kind. The man was so very evidently anxious to be sent to prison, but I do not think the magistrates quite gave him what he wanted; he wanted about six months.

4202. As a rule it is seven years for such an offence?—I am only giving that as an instance.

4203. (Chairman.) Do you know the way-ticket system they have in Gloucestershire?—Yes, I know the system well.

4204. Would you be in favour of making that system general all over England?—No, certainly not; I was always against it from the beginning. In Herefordshire, when we put the Order of 1882 in force, we reduced the tramps to half; while the Gloucestershire people doubled theirs. No, I do not believe in their system a bit. I think it is one of the very worst systems they could possibly have.

4205. Have you anything to say as regards vagrant children?—Why not deal with them under the Education Act? There is no doubt it is a very difficult question about the children. On the other hand, I do not know why, if these children are seen wandering about the road, the school attendance officer should not go up to the parents and ask them why they do not go to school. That is one of the first things to do in every parish. If the school attendance officer finds children going along a road, and he tackles the parents, and says, "Does not your child go to school?" and they cannot reply, I think he should report them at once and apply for a summons.

4206. Take a case I came across some time ago. A man was tramping from Manchester to Hartlepool with two boys aged about ten and eleven, both healthy boys. Now, what would you do with those boys; you would not detain them anywhere under the Education Act, would you?—I think you can.

4207. Separate them from the father?—I think that if the father is brought up before the Bench, in the first

case he would be fined, and if he did not pay the fine he would be imprisoned. That is a case for the police.

4208. Then the boys you would take into the workhouse?—The boys I would take into the workhouse during the imprisonment.

4209. And they would be educated in the workhouse school?—That is the only thing I can see to do.

4210. When the father comes from, say, twenty-eight days' imprisonment, what is to happen if he is going on to some other place?—Well, catch him again.

4211. Do the boys remain in the workhouse?—No, I would not keep the children. A great many of the parents would be anxious to get rid of their children; that is what I am afraid of.

4212. You would take these boys away from the parent then only when he was imprisoned?—Yes. I think the tramp would soon be tired of it. If the parent was continually pounced upon by the school attendance officer and the police called in, and the man summoned, fined, and if he did not pay the fine, sent to prison, and the children taken into the workhouse, I think the tramp would very soon get tired of it; I do not think he would like it. It is very much stricter now with fines than it was two years ago; if he does not pay the fine now you can put him in prison; we did that the other day. And I think the tramp would very soon get tired of that, and it is the only way I can see to tackle him. I would put him in prison if he did not pay the fine.

4213. For how long would you imprison him?—In the first instance, I should not give him more than eight days; the second time I would give him fourteen days.

4214. What about the children?—Detain them in the workhouse.

4215. When he comes out at the end of eight days?—Give him back his children again.

4216. Then he will go tramping on and the children will only have had seven days' education?—Yes, then he could be brought up again if the police did their duty.

4217. Supposing he walked on with those boys fourteen or fifteen miles, would you catch him there, and then put the children into another workhouse?—I should catch him in another district; the police would follow him up. If he did not pay the fine I should issue a warrant to bring him in. There is no doubt that is the most difficult point of the whole law.

4218. No doubt it is a very difficult point?—I think many of the tramps would like to get rid of their children.

4219. What is your opinion with regard to short sentences on vagrants?—When acting as occasional chairman of my Bench I invariably give eight days' hard labour instead of the ordinary seven days, so as to secure a full week. Each case that comes before the Bench has to be adjudicated upon on its merits, and there cannot be uniformity; but I think former convictions should be taken into consideration and the sentence increased when the man is re-convicted for a similar offence. The object of giving eight days instead of seven is that when you put a man in prison, the day he goes in counts for a day, and the day he comes out; but if he is in for eight days he gets his full week. For the ordinary sleeping out vagrant, I should give eight to fourteen days, according to circumstances. It is impossible to have any uniformity about that, because it depends so very much upon what the circumstances are. If the vagrant is caught in a barn smoking, and so on, I would give him as much as I possibly could, but if it is simply lying down under a hedge, and that sort of thing, I should give him eight days. I should convict them all; I should not let off anybody.

4220. Some witnesses have been in favour of not sentencing a man to imprisonment for, say, the first or the second offences, simply recording the conviction against him, and then sentencing him to a longer sentence if convicted the third time; you do not agree with that?—Oh, certainly not. I think most of the magistrates would not know anything about former convictions. Probably they would not be found out, and a man would get off, and that would be an end of it. I think it would increase vagrancy if that was done. I never let a man off if I can help it.

4221. Do you think an eight days' sentence really decreases vagrancy?—I would give eight to fourteen days for first offences, if the man is only caught begging. I want to get rid of vagrants; we do not want to keep them.

4222. Now, what is your idea of the duty of the police with regard to vagrants?—To my mind the greater part of the inquiry turns on this point, and there ought to be no half measures. The vagrant with no occupation seeking relief at night ought to be put entirely under the supervision of the police and dealt with by constables, and not by any workhouse official. If the question is raised that this would entail too great an expense in erecting new buildings where vagrant wards are now large, means could be adopted for handing over the vagrant wards to the police, or a portion of them, if there is not sufficient accommodation in the local prison or its neighbourhood. It must be remembered in considering this drastic measure that every individual has a perfect right to seek indoor admittance to the workhouse, so there can be no hardship. The *bona fide* traveller with a way-ticket from his union might be lodged either at the workhouse or in a lodging-house, and in either case properly fed, and on departure given a ticket for a mid-day meal. In any case the union from which the individual starts should be charged with the cost by each workhouse at which the man stays. Way-tickets in all cases should be checked by the police prior to admission to a workhouse, and at each workhouse the way-ticket should be again checked prior to departure. If vagrancy is to be stamped out I think some plan like the foregoing must be adopted. The present mode of procedure, viz., putting the tramps under the workhouse authorities, is an entire failure. Some years ago, when I was chairman, I had the management of alterations to the Bromyard workhouse. I advocated moving the tramp wards from the workhouse to the neighbourhood of the local police and the idea was favourably received by the guardians. But it was not in conformity with the Local Government Board regulations, so we let the matter drop. I think that some plan should be adopted, that when a man starts from a place, wherever it may be, his case should be examined by the local authorities beforehand, the same as we do for outdoor relief. If a man living, we will say, in York wants to go to Swansea, and he holds out to the guardians, or whatever the authority may be, that he can get work when he gets there, but that he has not got any money to pay for his expenses, and the authorities are satisfied with his story, then he ought to be furnished with a pass, a book, stating what his route is, and the way there, and the workhouses he can stop at. Then at each place he comes to, this book ought to be checked, first of all, by the police to see that he is the man; then it ought to be presented to the workhouse master, and the person ought to be dealt with liberally; he ought to be well-fed, and he ought to be well-housed; and whatever it costs for housing him there, that workhouse ought to be reimbursed by the union from which he started. It is a fact now that some of the large towns and places, instead of wishing to put a stop to vagrancy, are only too glad to encourage it in the summer months. I advocated some scheme of this kind some months ago, and the first person I talked to said, "Oh, please do not do that; if you keep tramps in Birmingham in the summer they will never be able to get away; they always return here in the winter. We should have a great deal too much of them then." If my plan could be adopted there should be a route ticket which would pass a man from one end of England to another, and the union from which he started should be charged, which I think would be perfectly fair. Supposing a man is a *bona fide* workman in distress, and there is no work to be got in his union, if he cannot get work he must come upon the rates. He must apply to the board of guardians, and he must be admitted to the workhouse, and so it would be very much cheaper for the union to pay the other guardians to see him through. And then it is possible he might get employment at the other end. But I think the union that starts the man ought to be responsible for the payment. I do not think it ought to come on us local ratepayers who live half way.

4223. Manifestly that system would be an assistance to the honest man in helping him to get work?—Yes. Then with regard to the vagrant, who simply tramps the country for amusement, who likes the outdoor life and that

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sort of thing, he ought in every case to be relieved by the police, if he is relieved at all. You may depend upon it, if a vagrant has to go to the police and ask for assistance, you will very soon have very few vagrants in England. Perhaps I may mention an incident which occurred not long ago. A mutual friend of ours was sitting near a turnpike road when an able-bodied vagrant came up and begged from him. Although very much tempted to give him something, my friend said: "We cannot give you money because we are trying to put down vagrancy. Where do you come from?" The tramp replied: "I come from Ledbury, and am going to Hereford." "What will you do when you get there?" "I shall go to the workhouse." "Supposing you had to go to the police instead of going to the workhouse?" "No police for me," replied the tramp, "I am not going near the police; I am going to the workhouse." I believe it is a fact that if the honest wayfarer had a ticket through from place to place, and all the vagrants had to be relieved by the police, and came under the superintendence of a constable instead of a workhouse porter, you would check vagrancy very considerably. It ought to be entirely put in the hands of the police.

4224. What is your view with regard to labour colonies?—I do not like them. Labour colonies may answer very well in Belgium and places where they have got no workhouses, but here in England where we have a large staff at the workhouse and every accommodation for the *bona fide* man and the vagabond, I think if you start labour colonies you would have a repetition of workhouses, and you would require a large new staff of officials who would all have to be paid. You would either have to rent or buy land, which is not cheap in England—it may be cheap enough abroad but it is not here—and the result would be that you would largely increase the rates. For my own part, I should be only too glad to punish the vagrant, but I think it ought to be done in the ordinary course of the law; and if a man cannot show that he can maintain himself, I think it is a proper case for the police to take up. But I do not think the ratepayers in England ought to be asked to contribute to a brand new scheme like that of the labour colony, when they have got the workhouse. We know that all the workhouses are now becoming nothing better than infirmaries; they have not got sufficient able-bodied paupers in the workhouses to do the work, and they have to pay other people to do it. Why these people who say they want work should be put in another establishment, when you have already got an establishment ready for them, I cannot understand.

4225. You do not think labour colonies would have any effect in reducing vagrancy?—I do not think so. I think that if the existing law were properly enforced, we should in effect have labour colonies; we have got workhouses and we have got the police.

4226. There is the question of labour bureaux; are you in favour of having labour bureaux?—It cuts both ways; I should want them under the police, but I do not think you ought to make the police agency-officers. I think it would give an excuse to vagrants to travel about the country saying, "We are going to the bureau to ask for work." I think there is plenty of work, if a man wants it.

4227. Would it not be an advantage to the honest man to know where work was to be had?—I do not think it is a matter that ought to be put on the rates; I think it might be dealt with by private individuals. In most cases if you offer work to vagrants they will not take it.

4228. No doubt a very large portion of them are men who will not work if they can help it; but there is a certain number of men whom you would wish to assist if you possibly can?—I think they are in a minority. I employ a good deal of labour—it is only in country life—from time to time, but I never had a tramp do anything for me, as long as he could possibly help it. At one time, during a very bad winter some years ago, I started a stone-breaking place near the railway station, and got so much stone put there and a man to look after it. There was not a single application; nobody wanted to work as long as he could go to the workhouse and do nothing.

4229. What would you say would be the percentage of idle men among the tramps?—I should say there would be more than 75 per cent. of idle men. As a rule, I do not

think they want to work. I heard of a man who was very much connected with trades union clubs and so forth and last Saturday I got hold of him and said, "I wish you would write down your views and let me have them." This is a letter I got yesterday morning; it would show how to carry out what I am trying to explain. I think members of trades unions and friendly societies would be passed through by their society, and there would be no necessity for their going to the workhouse at all. This letter is from a man who is mixed up with those societies. He writes as follows:—"All trades unionists carry a certificate or document which states name, age, length of membership and benefits to which the holder is entitled. While these benefits last—a varying period in different trades—the holders have no need to claim assistance from the rates in any form. It is only a very small residue who are so dissolute or inefficient as to be out of all benefit. In my thirty years' experience I have never known a deserving printer belonging to our society who was compelled to enter a tramp ward. Friendly societies: The principal of these have a system of granting travelling cards to members seeking employment, with the essential difference to trade societies, that the relief is philanthropic, pure and simple, and depends much upon the financial position of the locality visited. Apart from trades unions and friendly societies the exigencies of labour life always compel a floating section who must travel or starve. What I feel is sadly wanted is some method of making a practical use of the statistics obtained by the 'Labour Gazette.'" That is a very practical man; he is a printer and a guardian himself.

4230. All the men belonging to a trade union, you think, are provided with a ticket of their own?—There is no doubt about it. I know a chairman of quarter sessions very strongly of opinion that tramps ought to be put under the police.

4231. He is in favour of the police dealing with the vagrants, apart from the workhouse authorities?—He says that the vagrants ought to be treated differently to the honest wayfarers.

4232. (Mr. Davy.) With reference to your hop-picking vagrants, is there any attempt made to detain them at any of the workhouses?—Well, there is a greater attempt made to get rid of them, because they come in by hundreds.

4233. But no workhouse has made an attempt at detaining them for the statutory period?—Oh, no, it is impossible.

4234. You are aware that it has been done in Kent, are you not?—I expect they have more accommodation there. Kent has quite a different system, I think, to what we have in Herefordshire, from what I have heard. I think in Kent they get them by the truck-load down from London. They do not go down till the work commences, I fancy, in Kent.

4235. But that is a result of some supervision of them in the workhouses?—I do not know anything about that; I know that to start perhaps we got 500.

4236. Is there any workhouse in the county of Hereford that carries out the regulation as to detention?—They all did.

4237. Do they all do it now?—No, I know one which has given it up.

4238. How long has it been given up?—About the last three or four years, because the vagrants have increased so.

4239. Are the vagrants all searched?—They pretend to search them, but I say it is utterly impossible for a porter and a porter's wife to be able to tackle these.

4240. Anyway, they do not do it?—No, they cannot.

4241. Have any of the casual wards separate cells?—Yes, most of them; but the vagrants are put in two together when there is not enough room.

4242. So the cells cease to be separate?—The separate cell is very much the best. I was told that Mr. Talbot, who was chairman of the Northleach union in Gloucestershire, where there is an old prison in the neighbourhood, used to put all the vagrants in separate cells. At the end of three months he had no tramps at all. That is what I heard a few days ago.

4243. Might not the increase of tramps to some extent be due to the neglect to carry out the requirements of the Order?—It is impossible to carry out the requirements of the Order unless you go to a very great expense in building new cells. If you have got a population of 10,000 and a workhouse built for 100, and you have twenty cells, that is as much as the population ought to have to provide. If it comes to 200 a night you must have 200 cells; that would cost about £5,000.

4244. Would you say that the Casual Poor Order has broken down in the county of Hereford?—Entirely.

4245. Has it broken down in the neighbouring counties?—I do not think it was ever put in force there.

4246. Or in Wales?—I do not know anything about Wales.

4247. (*Mr. Simpson.*) In Herefordshire are casuals never refused admission?—I see by a paper I have here, out of 6,000 last year two women were refused in Hereford workhouse.

4248. If a large number of vagrants were refused admission in one casual ward, and made to walk on to another, that would make it rather less pleasant for them?—They cannot walk, say, fifteen miles on when they only present themselves at eight o'clock at night.

4249. So that, as a matter of fact, they are usually taken in?—Yes, especially in summer.

4250. And the regulation of the Local Government Board is disregarded in order to make room for the casuals?—Absolutely, I think. I do not think the Local Government Board Orders are maintained as they ought to be, anywhere.

4251. (*Sir William Chance.*) You remember a deputation which waited upon Mr. Shaw-Lefevre in 1894 or 1895?—I was present at that deputation.

4252. Mr. Shaw-Lefevre laid a good deal of stress upon the evidence which was given to him as to the increase in vagrancy having been due to the guardians not carrying out the Orders of the Local Government Board?—I was quite in favour of all that he said.

4253. Mr. Shaw-Lefevre at that time quoted you in support of that opinion?—His father and my father were friends; that was the reason.

4254. I mean to say, he laid a great deal of stress on your evidence at that time?—I think he approved of my evidence.

4255. At that time you thought it was quite possible to secure uniformity among boards of guardians?—I hoped so.

4256. Now, I understand, ten years afterwards, you have come to the opposite conclusion, and you say it is impossible to secure uniformity?—I say it is impossible now because vagrancy is four times as great; there is no adequate accommodation for the vagrants, and besides, the boards of guardians will not all put the Order in force. I think it was the putting it in force in Herefordshire and just round that drove all the vagrants away, and they went into other counties; then they got slack. That is what I meant by saying just now that some guardians were so obstinate that when it had been in force a year or something like that, some guardians got up and said, "What a shame it is to keep a poor labouring man for two nights when he is a *bona fide* traveller." They turned to the masters of the workhouses and said, "Don't detain anybody unless you are quite sure he is a vagrant." Now, they do not detain at all.

4257. Anyhow, Mr. Shaw-Lefevre refused an inquiry at that time on the ground that the remedy was to carry out the law?—Yes, he wanted to carry out the law.

4258. In Herefordshire the mendicancy society has been carried on for about seventeen years?—Yes.

4259. That was taken, I think, from the Dorset system. It is practically the same as the Dorset system?—I cannot be certain because I have never supported it; I do not know much about it.

4260. You have not supported it?—No. The police told me that it did a great deal of mischief. If they found anybody loafing about a private house in the country, and they were suspicious of him, the police were immediately disarmed because the loafer turned round and said, "I am only going to ask for a bread ticket." I do not believe in that system.

4261. However, that system is founded on the Dorset system, and is practically similar to it?—I believe it is.

4262. You do not believe in the Gloucestershire way-ticket system?—I do not believe in it at all.

4263. You distinguish between that system and your system of passes?—Yes, they have not got any system of passes.

4264. You recommend a system of passes?—Yes. I think no pass should be given to a man unless his case was investigated by an authority.

4265. Your system that you recommend may be called the pass system; it is the German system practically?—I do not know where it comes from; it is my own idea.

4266. If labour colonies were established, I understand it is your opinion that they ought not to be under boards of guardians?—Certainly not.

4267. Then under whom ought they to be?—The police undoubtedly.

4268. And under the Home Office?—Well, I should put them under the Prime Minister, I think.

4269. At any rate you think they ought to be made a State charge and not a local charge?—Certainly not a local charge. I said the Prime Minister, because then he could appoint his own department.

4270. (*Dr. Downes.*) I understand the gist of your proposal to be to refer the habitual tramp to the police and the *bona fide* traveller to the poor law?—That is exactly what I mean.

4271. You would start your *bona fide* traveller with a pass granted by the poor law authority?—The guardians, district council, or some one who could investigate the case.

4272. The cost of this traveller from the point from which he started to the point to which he arrives should be charged to the initiating authority?—Yes, otherwise, if it were not so, they would be only too glad to get rid of him and put the expense on somebody else.

4273. Would it not be very difficult for the first authority to ascertain where there is work for him?—Not at all; he might state it himself.

4274. Having ascertained that, would it not be cheaper to send him by train?—No. It would be quite easy to send him by train, but if you were to give him a third-class ticket there would be heaps of them applying, whereas if he were told he would have to walk 200 miles he would hesitate about it. I have heard that before. I wrote to Sir Richard Harrington and asked him about it, and he says, "To give the relief in the shape of a railway ticket to be handed to the railway authorities and not to the vagabond himself might be allowed to the alleged place of destination. But I do not think that would answer..." In one case I believe I went entirely against the law; I paid for a ticket to get rid of a man out of Hereford. He made use of the ticket given him by the station master, but two stations from the starting point he got out of the train, and next morning he came back to Hereford. You cannot make them go if they do not want to.

*Mr. W.
Henry
Barnaby.*

7 Mar. 1905.

TWELFTH DAY.

Wednesday, 22nd March, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

The Right Hon. Sir JOHN DORINGTON, Bart., M.P., called ; and Examined.

*Sir John
Dorington,
Bart., M.P.*
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4275. (*Chairman.*) Sir John Dorington, you were I think, for many years chairman of the Gloucestershire quarter sessions ?—Yes.]

4276. And you are still chairman of the county council ?—Yes, I have been chairman of the county council for about eighteen years.

4277. You are aware that Admiral Christian and Colonel Curtis-Hayward came before us and explained the Gloucestershire system of the way-ticket ?—Yes.

4278. That system has been in force for a considerable number of years, and I understand you yourself are in favour of the continuance of it ?—I think it has been highly advantageous ; it was a marked success at the beginning ; I had rather an important part in the starting of it. Colonel Curtis-Hayward was kind enough to take it up and work it as chairman of the county vagrancy committee.

4279. For some years the system was very successful in the reduction of vagrancy ?—Yes.

4280. What led, as far as your memory enables you to say, to the increase of vagrancy again ?—Oh, latterly, I think, the increasing destitution of the country, and, no doubt, partly the great works going on in Gloucestershire. Great works, I think, bring the vagrants in, partly in search of work, and partly in search of the very good begging ground which a large collection of navvies supplies.

4281. We were told that navvies coming to any large works were generally accompanied by a certain amount of tramps, who came in the hope of getting what they could out of them ?—I do not think they came with the navvies, but they came because the navvies were there.

4282. I do not say they marched with them, but they were hangers-on ?—Yes.

4283. So in that way vagrancy was increased in Gloucestershire ?—There has been a general increase throughout England, and we have had our share. I have here a report which has just been printed as to vagrancy in the county ; it was presented at our last quarter sessions (*report handed in—see Appendix VIII*). That gives the figures down to the end of last year.

4284. The report gives the number of vagrants dealt with, and the number of vagrants to whom a ration of bread was supplied in 1904 ?—Yes, there is one rather curious passage in the report as to the increase in good tickets : “The returns for the year show that an increasing number of tramps produce good tickets at the union workhouses. The increase in the number of good tickets is 46 per cent., while the increase in the tramps admitted is 32 per cent.” Now I think that proves that the number of persons who are honestly travelling in search of work has increased in relation to the total number of vagrants. I do not think Colonel Curtis-Hayward gave quite sufficient stress to the fact that there is an honest class, that is to say, not an habitual tramp class, travelling in search of work, and it has got to be considered as well as the other class, which consists purely of professional tramps. Now, this is very marked seeing that the increase in good tickets is 46 per cent. while the increase in the total number is 32 per cent.

4285. Would not that difference be accounted for probably by the fact that there had lately been a considerable stoppage of work and consequently that a large number of honest men who had been thrown out of employment would be searching for work ?—Yes. I do not know whether you quite realize what we mean in Gloucestershire and Wiltshire by a good ticket. A good ticket means a man who is travelling to his destination ; his destination having been fixed at his first appearance at a workhouse ; he wants to go 100 miles in that direction. That is put on his ticket. As long as he pursues that route it is a good ticket. And so long as he continues to travel steadily towards his destination you may really assume—at least I think so—that he is travelling for a particular purpose, and that not of vagrancy ; he is in search of work that he has heard of.

4286. You may reasonably assume that he is an honest man in search of work ?—Yes ; and I emphasise that it is necessary to consider that there is an honest class travelling as well as a purely vagrant class.

4287. I think we are fully aware of that. We have heard that in different parts of England the proportion of that class varies ?—You see our Gloucestershire system of tickets does enable us to make this discovery, and I do not know of any other method which would do so. You cannot possibly tell from what the man says himself whether he is honest or dishonest.

4288. If we had a general system of way-tickets in force all over England, do you not think it would be more easy to detect the dishonest wayfarer ?—I do not say the system is perfect or easy to work. I think it might be more difficult to work as a universal thing under an Order of the Local Government Board than it would be under our present arrangements, because you have to rely so very largely on the willingness of the people that you have to deal with in carrying out your system.

4289. Do you agree that the system should be worked as far as possible through the medium of the police ?—Yes.

4290. Of course, the workhouse masters and casual ward attendants would have to work with the police ?—The entrance to the casual ward should always be, I think, through the police. We had a very distinguished remarkable man in Gloucestershire, the late Mr. Barwick Baker, and he was always searching into this question, and it was due to him and his great influence that throughout our county the assistant relieving officer for vagrants is invariably a policeman. That you see was a point to start from. When the vagrant gets into the workhouse the difficulty is to induce the workhouse masters honestly to carry out our system, because we have got no control over them. The only control is through the boards of guardians. Well, the boards of guardians have worked very well with us, but sometimes there has been a master who has been very careless and indifferent, and things have not gone on as they should do. We have tried to get a little pressure applied. Supposing an Order of the Local Government Board required that they should do all this, I suppose that would be an assistance, and you would get uniformity. The way-ticket system originated in Berkshire, but it never got a footing there, because

they could not get the unions to agree. Owing to the influence of the late Mr. Barwick Baker, the system extends all over our county. He did get all our unions to agree. The same thing occurred in Wiltshire. So we have two adjacent counties, covering a very large area of the country, who are willing to work the system, but if we had a union in the middle of the county who refused to do so the scheme would have been no use at all.

4291. As far as possible then you would be of opinion that the police and the workhouse masters should work thoroughly together?—Yes.

4292. Under such a system, if worked well, there would be a ready means of detection for the idle man; for instance, if you found a man frequently exhibiting a bad ticket, or continually varying his destination, that would be *prima facie* evidence against him if brought up before a magistrate?—It would be a great help to the magistrates in petty sessions in dealing with vagrants. They would have a man brought up who was ostensibly going north, but they would find he was going south.

4293. The bad ticket would be against him?—Yes; or he would have no ticket at all because, of course, tickets are largely destroyed.

4294. Then, if you had the way-ticket system in force all over the country, do you not agree that it would contribute very largely to the detection of the idle vagrant and also to the helping of the honest man?—A very important point is the discouragement of the vagrants by making vagrancy an unprofitable business. The profits of vagrants have been estimated at all sorts of figures. They are quite as good as those of an ordinary labouring man. If the vagrant is successful, he goes into the common lodging-house; if he is not successful that day, he goes into the casual ward. Well, if you can induce kind-hearted people to believe that nobody is in want of food, and that the pretence of being in want of food is false, they will cease to give, and that I think is the first cause of the great diminution in vagrancy in Gloucestershire. That is to say, we managed to convince the population to a very large extent—I do not mean to say thoroughly—that everybody was fed morning, noon, and night; consequently there was no necessity to give anything.

4295. Do you think that feeling continues?—It wants constantly waking up by leaflets; we have distributed leaflets by the thousand over the county.

4296. Still there is, I suppose, a considerable amount of almsgiving?—Yes, you cannot hope to produce perfection.

4297. Have you had many complaints of the poor people being bullied into giving food; for instance, a working-man's wife who is left at home?—I have heard of cases, but I have never had one brought before me as magistrate.

4298. Mr. Hutton told us that in Yorkshire he had a very great number of complaints of that kind?—I know it is the case to a certain extent from police reports.

4299. Have you considered the question of penal or labour colonies?—I cannot give any opinion upon that question; I should like to see the experiment tried.

4300. You think that the experiment is worth trying?—Yes. Take such an example as a case I knew of where a man was reported in my village as being in a state of the utmost destitution. I went over to see what was the matter; he was in a house which ought not to have been inhabited. He had two or three children. One of them was sitting upon the hob by way of getting warmth; there was not much fire. The only cooking utensil was an old battered tin. This was the first occasion that this family came under my notice. Relief was immediately given and some work was found for the man, but it was no good. The family were constantly in and out of our workhouse for some years, and on the last occasion when I saw anything of them they had just returned, having been out of the workhouse about two months. The children had gone out fat and well. It was no use asking the father and mother what they had been doing, so I asked the children. They said they had been down from Stroud to Bristol. I inquired, "Has your father ever done any work?" "No, done no work at all." I asked how had they lived. They had begged all the way. They had been out about two months, and then they

came back with the children half starved and very dirty in time for Christmas; and that had been their life for about a couple of years before that time. Then they went on a journey to the north, and when they came back there was one child missing. We inquired about that child as we thought we could make out a case of cruelty. So far as we could ascertain the people had been as kind to their dying child as was consistent with their mode of life. Well, then, the parents got into prison, and we took advantage of the opportunity, under the Prevention of Cruelty to Children Act to get hold of the children and the parents have disappeared. I have seen no more of them. The children, I believe, are safe in Canada. That is the history of a tramp family, a miserable family, no good to anybody. Supposing that man and his wife had been planted on a labour colony they might have been made to do some work, and useful work.

4301. How would you make a man work in the labour colony when you get him there?—I think the punishment must be in the labour colony itself; shorten his diet, but give him better diet if he works; I believe that is the only satisfactory way. I do not believe in sending such men to prison at all.

4302. You do not think the threat of the cell would deter?—I think the prisons are rather an attraction than otherwise; there is no hard labour now.

4303. In the labour colony when you found that a man was determined not to work if he could help it, you would try to induce him to work by letting him know that if he did work he would have a better meal?—Yes, I think that would be about the only way.

4304. And you think probably it would be a good plan in the labour colony to have two different scales of diet, one for the real worker; and a lower one for the man who will not work?—Yes. You see one of the causes of vagrancy is, as I have already said, the profit of vagrancy. The profit of vagrancy depends on the amount of sympathy that these people can evoke. The moment you get an idea among the population that these men are very hardly treated, alms flow in in assistance, and they get on. I should like to quote some words of Mr. Baker's. In a lecture some time ago Colonel Curtis-Hayward said "The text we have worked upon for the last twelve years was given us by the late Mr. Barwick Baker: 'The feelings of the public, especially of the very poor, must be considered; once give the poor the impression that vagrants are ill-treated or starved and their fortune is made.' Severity has never had a good effect. In olden times the laws against vagrants were very severe, yet the country swarmed with sturdy beggars who thrived on the sympathy which the severity with which they were treated when caught excited for them." I think you should take that as a standing text. If you create the notion that you are treating the vagrant with severity, you will make their business profitable and they will pursue it.

4305. If it is known that the vagrant is fairly well treated and is fed upon his journey, that will possibly do away with the feeling of sympathy that the people have for him?—I think you would always have to keep up our system of leaflets informing people of what is being done; otherwise the feeling gradually prevails,—“Here is a poor devil; we must take care of him; you see how badly off he is.”

4306. It has been suggested that you might have a penal labour colony, into which the man found guilty of being a persistent idle tramp might be put?—Yes.

4307. And another sort of colony where the man who would do work if he could get it, might go: do you think it would be worth while to have a colony of this sort?—No, I do not think so. It would be rather like the arrangements for employing the unemployed, which generally lead to not wholly satisfactory results, I think.

4308. I take it you would have the labour colony under the Home Office control?—Well, it is a question between the Local Government Board and the Home Office.

4309. But I mean if you had a labour colony to which men were committed by magistrates?—That ought to be under the Home Office.

4310. The men would have to be committed to the colony?—Certainly.

4311. You would have a local visiting committee of the labour colony?—Yes.

Sir John
Dorington,
Bart., M.P.

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4312. Would that be composed of magistrates only, or of magistrates and guardians?—I think I have rather a preference for the justices. You see the guardians would not contribute *qua* guardians; at least, I imagine not.

4313. With regard to the question of short sentences, do you think that under the present system a sentence of three, four, five, six, or seven days has any effect whatever in deterring a man from continuing as a vagrant?—No, I do not think so. In that class I think they rather look forward to getting into prison.

4314. Knowing as you do that it is a very costly thing to send a man, say, from one end of the county to the gaol, accompanied by a policeman, you do not think the game is worth the candle in such cases?—No, I do not think it is.

4315. And you do not think it would be in any way deterrent?—I was on the Prisons Committee of 1895, and with regard to the interior of the prisons I think our recommendation has been carried further than we contemplated. We said that there was a great objection to the tread-mill and the crank, but the question was what was to be substituted for them. If the crank and the tread-mill were abandoned, hard labour of the first class would usually be confined to picking oakum in a solitary cell, the cell itself being far superior in every way to a tramp cell, and still more so to an associated tramp ward. The tread-mill and the crank, having been done away with, there is, in my opinion, no adequate hard labour for persons under short sentences in prison. The prisons are very well conducted as regards the prisoner with a longish sentence, but I think for prisoners with a short sentence and the vagabond prisoner you have made your prison too comfortable. That hardly falls, perhaps, within the scope of your Inquiry.

4316. Do you think that in the majority of cases the short sentence has the effect that it is supposed to have?—No, I do not think it has at all.

4317. It is non-deterrent?—Yes; vagrants are distinctly better off in the prison than in the tramp ward.

4318. In the case of drunkenness, you know that the short sentence is probably the very worst thing you can give an habitual drunkard?—Yes, but it is very curious that since short sentences came into fashion the number of re-convictions of first offenders has not increased in proportion.

4319. But I mean that either with a view to reform or as a deterrent the short sentence is ineffectual?—You have got to look at those things in a general way to see what the general effect is, and although I agree with you that short sentences in the case of habitual drunkards are of no use, yet as a matter of fact a very small proportion of these persons who are first convicted return again, and the percentage is not increasing or materially increasing. If you look at page 10 of the Report of the Prison Commissioners you will see that of the committals for the first time, usually for short terms, only 29 per cent. are again convicted. Of those convicted a second time, 48 per cent. are convicted a third time; and when you get above that, why, they are constantly being convicted again.

4320. Now, as regards a man convicted before petty sessions for being a tramp and begging, what would you do with him?—You have nothing else to do but send him to prison.

4321. Would you advise that the convictions should be recorded against that man and his description taken and so on, with a view to his receiving a longer imprisonment after two or three convictions?—The convictions are recorded now, I think. The sentence should be lengthened in proportion to the number of convictions. I do not think I should like to keep a vagrant in prison very long, but if you have got a labour colony available he should be sent there. Under the present state of the law, you could not seriously lengthen imprisonment for vagrancy.

4322. Instead of giving short sentences of a few days, which appear to be useless, would you begin with a longer sentence, say fourteen days?—Oh, you cannot make the magistrate give it.

4323. Not unless you do away with the short sentence by statute?—That is another question altogether; then you do away with the discretion of the justices.

4324. Yes?—I do not think you should do away with the discretion of the justices. Cases arise where the discretion might be properly used; I do not mean vagrancy cases.

4325. I was referring to vagrancy cases only?—I should be very loth to introduce a new principle of leaving justices with no discretion.

4326. (*Mr. Davy.*) Would you have any objection to the justices in aggravated cases not sentencing, but convicting and remitting to quarter sessions for sentence, as is now done under the Vagrancy Act?—I should have no objection to that.

4327. Would not that, to a certain extent, solve the difficulty with regard to short sentences?—Yes, I think it would show we did not deal with those cases; it would add rather to the solemnity.

4328. Yes, and would avoid the necessity of allowing petty sessions to send a man for a long imprisonment?—Yes.

4329. We have evidence that in the county of Hereford very few of the regulations are carried out by the boards of guardians; do you think that has any effect on your tramps?—I think at first it induced all our tramps to go to Herefordshire. Of course, their system encourages the production of vagrants; therefore, it increases the production of the vagrants all over the country.

4330. And that would be a reason for the universal application of the way-ticket system?—Yes.

4331. Well, as I gather, in Gloucestershire the numbers on the first introduction of the system fell rapidly?—Very much.

4332. And now they have increased to something very much like their former level?—Yes.

4333. In Gloucestershire you still think the system is satisfactory?—Yes, I think so.

4334. There is no talk of giving it up?—No. I think it was clearly proved that we get great advantage from the system, and the fact that the vagrants have gone up again so much is largely due to the present condition of the employment of labour.

4335. One of the main advantages of the system is that you secure the co-operation of the police?—Yes.

4336. And you do something to stop indiscriminate almsgiving?—Yes, that is the important point.

4337. We have had a good deal of evidence to the effect that it is very necessary that the treatment in casual wards should be uniform?—Yes.

4338. Is it uniform as a matter of practice in the Gloucestershire unions?—No, some have got cells and some have not.

4339. Do they all detain two days?—No, it is very irregular; it depends partly upon their accommodation, partly upon the temper of the master of the workhouse; and that is where you want, I think, an Order of the Local Government Board.

4340. It has been suggested that a way of securing uniformity would be to put all the vagrant wards under one authority, namely, the police; to take the control away from the boards of guardians and give it to the police?—Then you would have to deal with the feeding question, which I think the police are not well suited to carry out.

4341. That would be an administrative difficulty?—Yes. I think you would do better to leave the wards under the guardians with an Order from the Local Government Board.

4342. To enforce that Order, would not a considerable amount of centralization be necessary?—The Order would make regulations for workhouse masters.

4343. It has been suggested that the only way of getting uniformity in detention would be to provide that everybody should be detained with the exception of, perhaps, persons with a good ticket?—Yes; when the Casual Poor Act was introduced, which was about the time that we were starting our system, I thought that the good ticket man would always be started on his way as early as possible in the morning, while the others would all be detained two days; but that system has never got into vogue.

4344. Because of the difficulty of detaining two days?—Partly in consequence of the difficulty of detaining two

days, and partly owing to the impossibility of getting all boards of guardians and all workhouse masters to agree. We have got no power to compel them to detain.

4345. Supposing that the Local Government Board were to issue an Order that no one was to be discharged the next morning unless he had a good ticket, and that all others were to be detained two nights, and that no discretion would be left to the workhouse master; that would make uniform detention easier, would it not?—A great deal easier. The difficulty is that a great many workhouses have not got space enough to accommodate their vagrants two nights. For instance, we are suffering in well appointed workhouses in Gloucestershire from this great increase of vagrants, which has outgrown the normal provision which had been adequate.

4346. That brings me to my next point. The number of tramps is dependent rather on the situation of the vagrant wards with regard to the line of route across the country, is it not?—Yes, certain unions have a preferential treatment.

4347. So that a very poor country union might have a very large number of tramps?—Yes, it might.

4348. Do you think it would be fair to impose on the ratepayers of that union the cost of building new tramp wards for the benefit generally of a county?—No, I think you might possibly throw that upon the county rate.

4349. Some financial adjustment would be necessary, would it not?—Yes; if you were to carry out a uniform system, it would not be fair to every union.

4350. We have had evidence to show that some of the tramp wards in the country are unnecessary; they are too close to one another; I do not know whether that is the case in Gloucestershire now?—I should not have thought that; although they may be rather near, they would not provide accommodation beyond what is required, I should think.

4351. Any way it is suggested that certain tramp wards might be closed?—I doubt that.

4352. If they were closed, it would render some financial adjustment even more necessary?—Yes; I cannot quite present to myself the case that you are putting to me. Practically wherever there is a workhouse, and the workhouses are not very thick you know, you must have provision for the casual wayfarer, it seems to me.

4353. We heard that in Birmingham there were 10 casual wards within a radius of 18 miles?—Where you get a great urban population that might be the case.

4354. It has been suggested that the tramp wards should be more or less put under the control of the standing joint committee, who should have the power of inspection and possibly of the payment of a grant on certain conditions being fulfilled?—I would rather not introduce another complication of the system; I would rather leave that to the boards of guardians and not bring a third party into the matter. Although possibly you might allow a charge to be made on the county fund where the thing was in the general interest and not in the particular interest of the union, but I would not introduce a third party into the management.

4355. That is to say in your opinion the wards ought still to be under the control of the boards of guardians?—Yes.

4356. And that uniformity should be secured by more stringent Orders of the Local Government Board?—Yes. I think great practical difficulties would arise if you were to put the wards under another authority. See how frequently a person in the casual ward has to be transferred to the infirmary ward of the workhouse, or take the sudden and urgent non-settled case applying for relief.

4357. But even in the way of the more stringent Order of the Local Government Board there would be practical difficulties, would there not; recalcitrant guardians and slack masters?—Yes, but the Orders have great effect. Oh, I think you would be able to carry it out; with the help of the Inspectors, I think you would get round that corner.

4358. (*Mr. Simpson.*) Do you think it would be possible to get a joint committee of the guardians of a county to manage casual wards, each board of guardians dealing with their workhouse, but the joint committee of all the

guardians dealing with all the casual wards together?—I think that might be practicable.

4359. A joint committee like that would tend towards uniformity of management, would it not?—Yes, I think that might be a very good idea.

4360. (*Mr. Davy.*) Now, as to the honest wayfarer; do you think the State or the local authority should be held responsible for helping a wayfarer towards his work?—No, I do not.

4361. But we have to deal with the wayfarer?—Yes.

4362. Because of public prejudice or public opinion in his favour?—Yes, I think we do as much under this scheme as can be done advisedly. You cannot find out the honest wayfarer except by some such method as this. You know after he has passed to his destination that he has travelled honestly and intended to travel honestly, but you cannot tell beforehand.

4363. The honest wayfarer is the excuse for a good deal of laxity in enforcing the regulations?—Oh, yes.

4364. And therefore, we must deal with him?—You must consider him. But I certainly would not be in favour of making an offer to a person who comes to me and says "I am an honest wayfarer, give me a railway ticket to Cardiff."

4365. We had better leave that to the trades unions and other organisations of that sort?—Yes. Take the case of the sailors that Admiral Christian mentioned; I have often heard of it; the sailor on being discharged on the Thames or at Cardiff has a good amount of money which he immediately gets rid of, and then he starts for a ship at Cardiff; or, if he is at Cardiff, for a ship on the Thames, and he walks from the one place to the other. To a certain extent he is an honest wayfarer. Why he travels such a distance I do not know, but he does; you cannot tell what his motives are, why he gets rid of all his means and then undertakes a laborious journey in order to get to a place where he does the same sort of work that there is plenty of where he starts from.

4366. (*Chairman.*) It is exactly the same thing with a navy?—Yes.

4367. A navy almost invariably gets rid of what he has earned before he goes on tramp again?—Yes.

4368. (*Mr. Davy.*) At all events it would be inexpedient to admit that that man had any claim on the State or anybody else?—I think it would be very inexpedient.

4369. Logic, I think, would say you ought not to help him?—But human nature would say you produce lesser evils by helping him than by leaving him alone.

4370. Now with regard to labour colonies, they would be intended partly as a deterrent to the sturdy beggar?—Yes.

4371. And partly as a relief to the destitute wanderer who had wandered to his own hurt?—Yes, it would clear the country of that particular class. I do not say it is going to answer, but I should like to see the experiment tried. I would not try it as a great State thing all over the country; I would make a small experiment. I think all useful things of that class start by an experiment. Reformatories started with a very small experiment carried out by a private person.

4372. And, as the man's liberty is taken away, the proper person to look after him is the Home Office?—Yes, I think so.

4373. The Home Office should try these experiments?—Yes.

4374. (*Mr. Simpson.*) But do you not think it would answer equally well if a private person, or even the local authorities tried the experiment, subject to such supervision by the Home Office as to prevent it being unduly severe on the man?—You see, you could not carry on that experiment without statutory power, because you could not get the people or control them. You must begin by an Act of Parliament. The reformatory began by the Home Office exercising its power and letting certain people out of prison to be held by somebody else instead of the prison authorities. That was how the reformatory experiment was tried. I do not know how you could try this experiment without statutory power.

4375. The reformatory school and the industrial school are both under private management, but are inspected by the Home Office?—Yes.

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4376. Do you not think the same sort of system would be applicable to a labour colony?—Yes, I think it might be.

4377. Experiments by the State are apt to be very expensive?—I think if you got statutory power you would probably get some volunteers who would undertake to try the experiment.

4378. Do you not think that it is quite possible that some local authorities might have among their members energetic and practical men who would be ready to try the experiment, so that power might be given to a local authority to try it under inspection by the Government?—I think you would be almost sure to find some people of that class.

4379. Because you see if the duty of trying the experiment were thrown on the Home Office or any of the Government Departments they would feel bound to do it, though they might not have any man who was of sufficient experience to do it well?—I do not think the Home Office is particularly well qualified to undertake the experiment.

4380. Have you any opinion upon the question of the relation between vagrancy and crime; do you get many vagrants at quarter sessions for crime?—No, not serious crime.

4381. Not serious crime?—No; of course, there is occasionally a criminal who is considered a vagrant, but he is more criminal than vagrant. The ordinary vagrant class is not very criminal, I think.

4382. Well, the Home Office have made inquiry as to the matter of bail and find that the magistrates all over the country are anxious to take advantage of the Bail Act, and let a man off on his own recognizance pending trial, but they rarely get an opportunity of doing so. So far as we can make out, a very large number of people have no settled homes. That rather points to a considerable number of people committed to quarter sessions being really vagrants. Have you had any experience on that point?—I think that is so; you cannot get any adequate bail. I do not know that they are so much vagrants as they are persons whom no one would trust under any circumstances although well known. I do not think you must assume they are vagrants. It would not be very difficult for the governor of a prison to look that matter up and see what proportion it was, but my impression is that the people are well known but that no one will trust them.

4383. (*Sir William Chance.*) It seems to me from your evidence that a weak point of the Gloucestershire way-ticket system is that the masters of workhouses and boards of guardians do not always carry out the rule as to detention in the case of bad tickets?—Yes, it simply depends upon their good will.

4384. The idea, I suppose, of your committee would be that if a man loses his ticket, then the punishment for so doing, before he gets another ticket, would be the two nights' detention and a day's work?—Yes.

4385. That is the system which is carried out?—That is the theory.

4386. That would be the penalty?—Yes.

4387. And you consider that would be a deterrent; that the man would possibly be more careful of his new ticket when he received it, after his two nights' detention?—They do not lose their tickets; it is that they have not got their tickets.

4388. Your idea is that he is to be punished for not having his ticket?—I say the ordinary vagrant is to be detained two nights. That was the original idea of the Casual Poor Act. You might trust him for the first day, and you might say "You are bound fifteen or sixteen miles in a certain direction; if you turn up with this ticket, you will be detained only one night; if you do not turn up, you will get two nights at the next place."

4389. I just wanted to get that out?—It is a system which you must exercise with a good deal of common-sense; it wants a little common-sense added to the rules, you may say.

4390. But common-sense varies, does it not?—Oh, very much.

4391. You apparently would recommend that some system of way-ticket should be employed universally in this country?—Yes; I think this system is the nearest approach that has ever been made to a workable and useful system.

4392. Well, supposing it is made universal for the whole of England instead of the whole of Gloucestershire. A man wants to start from one place; from whom is he to get his ticket in the first instance?—I should not let him start from anywhere except the casual ward.

4393. You would not recommend yourself that the man should have to go to a police station; that is done in Gloucestershire, you know?—But then it is always in order to get into the casual ward.

4394. You think a fresh ticket should always be issued at each casual ward?—I should issue the ticket from the casual ward; I think that is a better way than issuing it from the police station. When we first started, the tickets were issued from the workhouse, but probably it was found too troublesome for the workhouse masters, so the police do it.

4395. You would prefer that the police should have little to do with vagrants except as assistant relieving officers?—Yes, but I think they should be brought into contact with the police, inasmuch as if they want assistance they should go to the police and be sent to the casual ward. That enables the police to know who are tramping; it brings them into touch, and they are much more accessible than the relieving officer.

4396. I do not quite see why you object to the police giving the way-ticket or pass ticket in the first instance; however, that is your view?—Yes.

4397. (*Mr. Simpson.*) Is not your view that the vagrants go to the police in their capacity of assistant relieving officers and not as police?—Yes.

4398. You think it is a good system that the assistant relieving officers should be policemen as they are in Gloucestershire?—I think it is very desirable.

4399. (*Sir William Chance.*) You do not deal in any way with the wayfarers at common lodging-houses?—No, we cannot touch them.

4400. Do you think it desirable to extend the ticket system generally to all wayfarers whether they go to common lodging-houses or casual wards?—No, I think not.

4401. You do not think they should have a bed in the common lodging-house if they choose, in preference to the casual ward?—No. If the casual wards are full the police send them now to the common lodging-houses; they would come under the benefit of the system, but only in that case.

4402. (*Chairman.*) They would get their bread tickets, I take it?—They would in that case get their bread tickets.

4403. (*Sir William Chance.*) But you would not treat common lodging-houses the same as casual wards?—No.

4404. Nor give the man the option of going to a common lodging-house?—No. We recognise the common lodging-houses now by inspecting them, but I would not recognise them as licenced for wayfarers.

4405. The mid-day meal would not apply to people using the common lodging-houses, except in case where the casual ward was too full and the man was sent to the common lodging-house?—The inference is that the man who comes to the common lodging-house has means.

4406. We have had evidence that it is not always the case?—I do not suppose that it is always the case.

4407. Many people who go to the casual ward have means?—Well, they are not supposed to have means.

4408. No, but we know they have?—Yes.

4409. Do you think the allowance for the mid-day meal is sufficient. We have had evidence that the amount given is not put on the ticket because otherwise charitable people would think it too little, and it would not stop the giving. Do you think the mid-day meal should be made a little better?—No; I attach myself to Colonel Curtis-Hayward who thinks it sufficient. You see we diminished the allowance of bread in Gloucestershire, because it was found we were giving too much, more than was practically necessary.

4410. What is your opinion on the question of child vagrancy?—Well, I would not allow tramps to carry families of children about with them. I would separate these children as soon as I possibly could.

4411. How would you do that?—The only way would be to add to the existing law, that where a vagrant has travelled with his family and has been found in the course of six months a certain number of times in vagrant wards, it should be legal to separate the children.

4412. Where you can prove the man to be an habitual vagrant then you might have the power to take the children away?—To take the children away, yes; I think it would be a very humane line of legislation.

4413. That would work in with the labour colony you spoke of: you would put the parent in a labour colony?—Yes; but even if you do not have a labour colony, I would not allow families to be dragged about with habitual vagrants.

4414. What would you do with the children when you have taken them away; would you put them into an industrial school?—First of all, they would enter the workhouse, where they would be sent to the ordinary elementary school; they would be treated as orphans, which should legally be the case. Arrangements would be made for their emigration or for boarding them out. In our country unions there is no difficulty in finding suitable homes for the children who are cut off from their parents.

4415. These children, you see, belong to no union at all; how about defraying the cost. Do you not think boards of guardians would kick very much at having to pay for children who do not belong to their union?—Yes, it is a question of rates.

4416. Do you not think it would be better to deal with them if necessary, under an amendment of the Industrial Schools Act than under the Poor Law?—Under the Industrial Schools Act, you get contributions from boards of guardians as well as from parents.

4417. But you have to prove that the child belongs to the union?—That is so.

4418. Does it not come to this, that you would have to make the education of these children in some way a national charge?—Yes, probably that would be the best way, though if you make it a national charge you get rid of the enormous amount of human sympathy which is always capable of being evolved. In every district good ladies take up these cases; and they know far better than officials how to do it, and they have more avenues to get the children out.

4419. Do you think that the Society for the Prevention of Cruelty to Children would take charge of the children?—Well, to a considerable extent they would. They would be applied to, and they would do it through their agencies.

4420. You recognise that the question is a very difficult one?—I recognise it is a difficult question, but I should avoid official management as much as I could for that purpose. I mean to say, I would not make it the duty of the Home Office to put out all these children.

4421. (*Dr. Downes.*) It has been suggested elsewhere that the way-ticket might be used as an excuse for begging?—The Gloucestershire one cannot be; you see that is the advantage it has over the one that there was in Dorsetshire, which did entitle a man to travel. Ours only allows a man to travel along one road; he is not to be put off that road.

4422. If the way-ticket were made like a testimonial of character, that danger might arise?—Oh, undoubtedly it is very dangerous.

4423. And there might also be the danger of the bartering or the sale of the tickets from one tramp to another?—Well, you see, that is to some extent guarded against by description, but of course any approximation to what you are suggesting would be a serious abuse and a danger.

4424. It is a danger that you have guarded against?—It is a danger we have guarded against; I do not think we have had it in our country.

4425. It was suggested by one witness that a *bona fide* wayfarer wishing to go from, say, Sheffield to Swansea, where work was known to be waiting for him, should be started by the guardians at Sheffield, and that the cost of

his maintenance, as he passed from stage to stage of his way, should be paid by them as the initiating authority. I merely mention that to you to ask you whether you think it would be practicable?—It would involve an immense amount of accounting and would be very difficult to work.

4426. It would mean the recovery of a great number of small sums from a great number of unions?—Yes. We have raised all our money by voluntary subscriptions. It does not come to very much; about £70 a year in our county.

4427. I understood you to say just now that you thought it would be desirable that the cost of providing tramp wards should be a county charge; would you extend that to maintenance of the tramp?—I should not like to answer that question off-hand; it wants a good deal of consideration. Of course, it looks at first sight as if it should be a common charge on the county; these vagrants do not belong to any particular union, and you may get hard cases. On the other hand, when you make a general charge you are apt to get extravagance, and you have got to trace your line between these two points. I am not prepared to answer that question decidedly.

4428. With regard to the mode of compelling a man to work in a labour colony, do you think it would help if a very plain diet were provided as the diet of the colony, with power to earn additions or improvements to it?—I think anything of that kind would be good.

4429. It might possibly need close supervision to prevent bullying?—The diet required for a man at hard work must be a better diet than for a man who is not doing much work. A case came under my notice the other day in visiting the prison. A number of convicts had lately been transferred from Dartmoor to our prison; of course, at Dartmoor this particular man was doing very hard work quarrying, and he had a very generous diet. When he came to our prison he was not doing any hard work at all, and he complained bitterly that towards the end of his sentence—he was drawing near the end of his sentence—with a decent character, he was deprived of these little comforts he had had at Dartmoor in the shape of superior diet; he had come down to the inferior scale. I give you that as an illustration of what happens about diets.

4430. You gave an example of a family who were at one time vagrants and at other times squatting in the union?—Yes.

4431. They almost belong to the in-and-out class of the workhouse. Would you extend whatever remedy is provided for vagrancy to the in-and-out class?—Well, you see in this particular case the man was really a vagrant; although he was settled in our union his vagrancy extended into Shropshire and down to Bristol.

4432. A sort of circuit?—He was on his travels always; but there is the in-and-out class which belong to the union itself. No, I do not think you must mix them up with that class.

4433. As regards the suggestion that the local authority might try the experiment of the labour colony, if the local authority means guardians, do you not think it would be objectionable to give powers of deprivation of liberty, or supervision of people who are deprived of their liberty, to any authority which was not under the Home Office?—I was referring just now to the way in which the reformatory movement was originated, which was done by an experiment authorised by and under the inspection of the Home Office, which did not require statutory power because they had the people in prison to begin with; but here you have to begin by getting statutory power to put the people into this condition of confinement. You have to begin in that way; and then try if you can get anybody, either local authority or anybody else, to carry out the experiment for you.

4434. But it should be under the control of the Home Office?—It must be under the control of the Home Office, certainly.

4435. (*Captain Eardley-Wilmot.*) You compared the casual ward and the prison; the prison, you said, was more attractive than the casual ward?—Yes, I think it is.

4436. How would you redress the balance; would you bring the prison down to the level of the casual ward?—

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Sir John Dorington, Bart., M.P. No. Well, I do not know that I am entitled to say so, but I think the prison authorities made a great mistake in abolishing all forms of hard labour in prison.

22 Mar. 1905. 4437. It is only on the point of labour?—It is only on the point of labour; there is no labour for short-sentence prisoners which is at all serious. They are put into a comfortable warm cell and they pick a certain quantity of oakum.

4438. There are other industries of first class hard labour, stone breaking and wood sawing, which are done in prisons in the first stages?—It is not done in my prison; the wood sawing is all done in association, I think; but it is all done in the second period.

4439. It is a fact that the stone breaking and wood sawing are done in separation as first-class hard labour?—It may be.

4440. Mr. Gladstone's Committee was strongly against the tread mill as undesirable and mischievous?—They said it should be removed when any substitute could be found.

4441. "Wherever possible," was the phrase that was used?—I have the exact phrase here.

4442. It is extended over two or three paragraphs—"It should be removed wherever possible," it rather hedges, I must confess?—It was intended to hedge.

4443. The question is, what should be substituted for it. It is only the question of labour, you think?—It is only the question of labour; I think the prisons are admirably managed.

4444. And the only point you disagree with is the matter of labour?—Yes, they carry it too far.

4445. The question of the substitutes which have been introduced is only a matter of opinion?—Well, I take the opinion of the tramps, which is that it is a holiday.

4446. You agree with me that vagrancy is a disease like drunkenness that wants special treatment?—I agree entirely.

4447. (*Mr. Davy.*) With regard to the way-ticket system, would you search a man in the casual ward who has a good ticket?—No, I think not. It is quite certain that if he has travelled his allotted journey, he has not had much time to beg, or to rob, or to do anything else; you may assume that if he travels on his correct line of route he is a well-doing wayfarer; I would not say "well-doing," but an honest wayfarer.

4448. He might have had time to contract smallpox?—That is another thing.

4449. The search and the bath?—I think he ought to be bathed and looked after just the same as the others. I would not offensively search a man who has got a good ticket.

4450. In the admirable statistics issued by the chief constable of Gloucestershire it is shown that about 25 per cent. only of the tramps frequent workhouses?—Yes.

4451. So that about 75 per cent. of the tramps are lodging-house tramps?—Yes.

4452. They are excluded from the benefit of the mid-day meal?—Yes.

MR. J. G. LEGGE, called; and Examined.

Mr. J. G. Legge. 4465. (*Chairman.*) Mr. Legge, you are the Inspector of the reformatory and industrial schools?—Yes.

22 Mar. 1905. 4466. How long have you held that post?—Ten years now.

4467. You have kindly come to-day to give evidence from your experience with regard to the children of vagrants. We have heard from a good many of the witnesses that the proportion of children to adult vagrants is very small; what is your opinion on that point?—On that I can hardly give an opinion. I should be surprised *prima facie* to learn that it was very small, though I should be quite prepared to hear that it is not so much as is imagined by some people, but still the fact would rather agree with the small number of such children that there are in industrial schools.

4468. The number of vagrant children in industrial schools is small?—Yes, only a small percentage of the

4453. Do they, as a matter of fact, make that a pretext for begging?—They may do so; but presumably the man who goes to the common lodging-house has got some means somehow or other by begging. Well, we want to stop the begging, and the magistrates can enforce the vagrancy laws. They know that if he is really very hard up he has gone to the workhouse, got a good ticket and he is on his journey; but the pure vagrant you want to stop.

4454. Anyway, you have not found that a flaw in the system practically?—No, I think the chief constable said one or two lodging-houses had been shut up.

4455. If a man is committed to prison for seven days, that means five days, does it not?—Yes.

4456. And supposing he refuses to work during those five days, is there any means of punishing him?—He gets less diet.

4457. It has been suggested as a means of securing uniformity that vagrant wards that carry out all the regulations should be entitled to a grant say of 5d. a day for each vagrant, payable by the county on the certificate of either the standing joint committee or the Local Government Board. Do you think there is any possibility of working that out?—It might induce them to carry out the regulations more strictly by giving the county the oversight. It really would not affect the rate very much; it is very curious how very uniform is the charge for vagrants all over the country.

4458. It would simply mean a transfer of the charge from one to another?—Yes.

4459. And it would be an inducement to the guardians to observe the regulations?—Yes, and it would penalise any boards of guardians that did not, for the cost would then fall on the local rates.

4460. And it is suggested that the standing joint committee, say, should be able to address a complaint to the Local Government Board that such a union is not carrying out certain of the regulations, such as the two days' detention?—The standing joint committee is not a rating authority; it must either be the quarter sessions or the county council.

4461. No, but it is the authority that has to do with the criminal class and the police?—Yes. It is a new question to me; I do not want to give an absolute answer.

4462. I wished to put it to you because it is a matter for consideration?—Well, I think it would be advantageous if a central controlling authority was in existence which had power to contribute out of the common fund, and to stop the common fund if they did not get obedience.

4463. The difficulties of securing uniformity are very great?—Oh, yes.

4464. (*Chairman.*) I think that both in Gloucestershire and Wiltshire there is a county vagrancy committee. Do you find that this committee is very advantageous in connection with the working of the way-ticket system?—Well, practically, I think, the vagrancy committee is one gentleman in each county who works the system with the aid of a sympathetic chief constable.

various classes of committed children who are admitted as inmates.

4469. As to the vagrant children who are admitted to industrial and reformatory schools, how does their mental condition compare with that of the other children?—I raised that question and asked it of thirty-two schools in the country likely to have experience of such cases—I mean schools to which children committed in the rural districts would be sent, and I got replies from thirty on the point; and of those thirty replies, eighteen were distinctly of opinion that the tramp children were below the average in mental capacity; seven described them as up to the average; and only five out of the thirty thought they were brighter than the average children.

4470. Well, naturally, children who have lived a tramp life would have had very little education?—Yes, but the

point was not their scholastic attainments, but the natural qualities of sharpness and so on.

4471. Were they healthy children?—I did not ask that definite question, but I am pretty confident from what I have seen of such cases in the schools that they would prove to be undersized.

4472. They would be undersized probably because underfed?—Underfed, and too much subjected to exposure and so on. I might add to what I said just now that, as regards their capacity for training in work, the proportions came out rather better than as regards their mental capacity in the school.

4473. You mean they turn out better in the end?—No, they found that once they had got the children in the school they took to the training in the shops and on the land better than they did to the training in the school-room, though even there the majority of schools did not think them up to the average of children.

4474. But I gather from what you say that they are, as a rule, children willing to work?—No, they were more willing to work on the land and in the shops than they were in the school-room.

4475. That would be probably in consequence of their outdoor life?—Yes, no doubt.

4476. Now, so far as your experience goes, how do these children turn out; do they turn out better or worse than the majority of the inmates of the schools?—They do not turn out quite as well as the average child committed to the industrial school or reformatory; but they do turn out surprisingly well.

4477. Do they seem to have less inclination than other children to take to indoor labour?—Yes, but I shall go further than saying indoor labour; they seem less inclined to take to any settled occupation, indoor or outdoor.

4478. To learn any trade?—To learn any trade; I do not find that they are more backward than others in coming under discipline. That is to say, they seem to be quite as ready to enter the Navy or the Army; and the proportion of them who take to music is not small.

4479. Do you find that the case in some parts of England more than others?—No, I have not been able to draw any distinction in that regard.

4480. The children that you have to do with are all committed to the schools by magistrates?—Yes, though some of the schools do receive voluntary cases as well, but practically you may take it that all that I have spoken of are committed cases.

4481. Is there at present any spare accommodation in the reformatory and industrial schools?—The reformatories are pretty full, though there is always some room in them, but there is at this moment a great deal of room in the industrial schools.

4482. To what do you attribute that?—I attribute that to the passing of the recent Education Act which has changed the machinery of local administration in regard to the Industrial Schools Acts. The new education authorities have taken the place of the school boards. They have not found their feet yet, and so there has been a lull in working the Industrial Schools Acts.

4483. Do you think that there is a certain number of children who ought to have been committed, but owing to the change of authority they have not yet been sent to those schools?—I do. I am confident that there is a number of children who slip through the meshes of the law, who would have been caught had the old order not been disturbed. It will work round to the same state in a few years.

4484. We have been told that in many cases the male vagrants go into the casual wards while the wives and children use the common lodging-houses; has your experience borne that out?—I have no knowledge of that.

4485. With regard to tramp children in industrial schools, do you think that a good proportion have turned out well?—I think the general results are very satisfactory. I got definite information on the point with regard to children more or less recently discharged from twenty-three schools, and in the case of sixteen (most

of which were extremely good schools and whose figures I should be quite prepared to accept) it was claimed that two-thirds of the children who had been sent out had been kept separated from their old associations on discharge, and were really settling down to fixed occupations. I have here a return from one particular school showing the thing more in detail. (*Return handed in—see Appendix XXXVI*).

4486. (*Mr. Simpson.*) I suppose we may take it that, if these children had not been sent to the schools, practically all of them would have led an unsatisfactory life?—You might take it that every single one would have led a life-long existence between the casual ward and the prison.

4487. (*Chairman.*) I suppose all the boys in an industrial school are boys who you may say are taken out of the atmosphere of temptation, and at any rate have the chance given them of earning an honest livelihood?—Yes; the difficulty of course is to keep them away from their old associations when the time comes for their going out again.

4488. Do many of the parents or the people with whom they have been living seem to wish to get hold of them when they come out of the schools?—All of them.

4489. They do?—Practically all clamour to get them.

4490. And then do the boys want to go back, or do they prefer to lead a more decent life?—Well, it is extraordinary what success the school authorities have in keeping them from their parents.

4491. In keeping them away?—Of course they have the advantage of having supervision over them till they are eighteen, so that from the period from sixteen till eighteen, if the managers have backbone enough to fight the parents, and possibly public opinion, which very foolishly often supports the parents, well then they can win in the end; and in my experience of late years, it is remarkable that the more that is done for a boy, the better he is turned out as regards his education, his industrial training and so on, the more likely he is himself to be rather shocked by his parents' manner of life.

4492. A decent life in an industrial school makes the other life distasteful to him?—Yes; in fact he has got an ambition which enables him to rise above his old life.

4493. No doubt he has heard of the good things that have been done by other boys who have left that industrial school?—Precisely so.

4494. That has set him a good example?—Yes, he is anxious to improve his position in the world.

4495. With regard to the children of that special class of vagrants, viz. tinkers, gipsies, and that sort of people, who are received into the industrial schools, how do they turn out?—The number of those, so far as I have been able to ascertain, is very small indeed, almost infinitesimal. I have learned a few words of Romany myself, and have amused myself by trying them with cases that I think may be possibly Romany, and I can only swear, in the last four years, to having run across three, and they were in Scotland; at least they were the only three who seemed to understand my remarks in the lingo. But everyone practically with whom I have discussed them, says that with them you cannot hope to do anything.

4496. No?—Because in their case it is change of nature which is required, whereas in the case of the vagrant it is merely a change of habit.

4497. It is much more difficult to deal with the child who has been brought up in that absolutely wild life, living in tents, and so on?—But I mean by Romany the real race with the eastern strain in them, and three of them undoubtedly I ran across, two in Perth and one in Dundee.

4498. Not in the Cumberland district?—No, but I am not surprised that the Cumberland schools seem to have had rather more of the vagrant children than most; they admit to having twelve tramp children at this moment. On the other hand Durham has very few; at the Durham school they have only two tramp children in their numbers as against twelve at Cockermouth.

4499. Then I take it that you are of opinion that a vagrant child has a better chance of growing up an honest

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man by being sent to an industrial school, than by any other means of treatment that you are aware of?—Yes. It seems to me the most practicable way of dealing with him. Adoption in a good household is all very well, but then there are the mechanical difficulties of keeping hold of the child in a private family, and of finding the foster parent.

4500. The boy has a very regular life, wholesome food, and he is taught a trade?—Yes; and generally his all round education for his class will stand comparison with any given in the country.

4501. So that the vagrant child who gets into an industrial school has the best chance he can have?—The training they get in the best class of institution is undoubtedly good for so undisciplined a class.

4502. What is the total number of vagrant children in industrial schools?—I confined my inquiries to the thirty-two schools in England and Scotland, likely to have such children, as distinguished, I may say, from the street arab of the town, and the population at this moment of the thirty-two schools amounts to 3,000 boys and 600 girls. Of these, 139 boys and 52 girls are known to be the children of persons who may be described as tinkers, gipsies, tramps, or habitual vagrants.

4503. A very small proportion out of the total?—Quite a small proportion.

4504. (Mr. Simpson.) You are speaking of industrial schools, not reformatories, I understand?—Yes.

4505. (Chairman.) Have you similar figures for reformatories?—In the case of reformatories, of course, one is dealing with children who are committed under the Vagrancy Act for either begging or sleeping out—not for being found wandering merely—and I find that the total number that have been turned out of the schools during the past five years in such cases comes to 343.

4506. Out of how many?—Out of about 4,000; there were 308 boys and 35 girls.

4507. There again it is a very small proportion?—Quite small. The immense majority of boys and girls sent to reformatories are sent for larceny.

4508. Do you think one might conclude from that that the children of the vagrants are, as a rule, not criminal?—I do not think you can draw that conclusion, because amongst those who are sent for larceny, there may be a number of vagrants.

4509. You can argue better from the industrial schools than from the reformatories?—Yes, in the case of the reformatories, I have no doubt, many a boy is sent for stealing chickens and that sort of thing, who might have been otherwise committed for sleeping out.

4510. Have you formed any opinion with regard to labour colonies?—I have a very strong opinion about labour colonies. I am bound to say that as regards the labour colonies, properly so called, it is simply derived from the reading of articles and papers and so on. I have been struck by the analogy between the colonies, which claim to be successful, and the schools under my own inspection, many of which might be described as labour colonies; and I have been astonished at the success with which they carry on their work—I mean to say, from the financial point of view.

4511. Would your idea of a labour colony be something very much like an industrial school, only for adults instead of for boys?—Rather something like a reformatory school. I believe such a reformatory school as you are manager of in the north of England, a school planted out in rather a desolate piece of country, bringing a large tract of it under cultivation, and serving all the farmers round, not only with labour but also with appliances for the repair of their farm machinery, would be a good model.

4512. Do you think, then, that in the case of a labour colony, if you buy or hire a sufficient amount of land in a thoroughly agricultural district, and cultivate that by spade or other labour, the colony might be made self-supporting to a considerable extent?—Well, hardly self-supporting, but still I am not at all surprised by the figures given of the Belgian colony at Merxplas. I think they claim to do it for less than £10 per head. They can make their money at a school or colony by acting as a reservoir for labour for all the farmers round;

by carrying on a wheelwright's and blacksmith's business for a radius, I suppose, of three miles round the place. Any farmer could wheel his gear that is out of order up to the colony, and get it done for him. They should charge trade prices, and it would be a great blow to the district if the colony once started were shut up.

4513. Would there be any complaint, that the school or colony is taking away labour from other hands?—No; I think some of the farmers round would be very frank in their expressions of opinion, that they simply could not do without that help, that the tenure of their farms would be materially affected.

4514. Your idea is that you might have an adult labour colony which might be made useful in other ways besides cultivation of ground?—Yes. They must have shops, I would say; because I think one important thing is to use up as much of your own labour as you can, and not interfere with the outside more than you can help; not try and force more of your own products on the public than the public will assimilate readily. Of course, a great deal of the labour at some reformatories is used for their own purposes; in fact, they use the wool from their own sheep for the clothing of the boys, make their own boots, grow their own food, &c.

4515. On the whole you are inclined to think that the experiment of the labour colony would be well worth trying?—Yes.

4516. That you might deal in that way with some of the vagrants whom it would be very difficult to deal with otherwise?—I think it would be a very much easier job than is popularly supposed, if you get the right man; it all depends on getting the right man as manager.

4517. A good working staff, I suppose, is most important?—You want a good man at the top; and I might add that a man not too high up in the social scale is what is wanted, a practical man.

4518. (Mr. Davy.) You give returns of vagrant children in those schools; is it possible to draw a sharp line between the vagrant children and the other children there?—Yes; when they come in.

4519. It would be as to the mode of their coming in, would it not?—No; the appearance of them; one can tell at a glance the boy who is sent for sneaking a watch and so on, in a town, and a boy who is simply sent in because he is tramping the country side without any visible means of subsistence and sleeping in a ditch. In fact that class do not know how to lie in a bed; that is one of the first things to be taught them; they are afraid of falling off.

4520. If they had been in the vagrant ward they would have slept in hammocks?—Well, but there is a great difference between a hammock and a bed. I have myself, on paying a surprise visit to a reformatory school at night, found a boy who was a new admission lying on the floor beside his bed because he would not sleep in a bed.

4521. Could you tell us the total number of children in reformatory schools in England?—It is about 4,000.

4522. And in the industrial schools?—It is between 15,000 and 16,000; I am talking of Great Britain; the law is exactly the same in the two countries.

4523. That would be about 20,000 children altogether?—Yes.

4524. What is the youngest age at which children are admitted into industrial schools?—There is no limit set by law, but administratively we have made a limit of six by not paying any grant for a child below six, and the youngest children would probably be about eight, though I think there are between fifty and sixty infants dealt with, specially of course.

4525. There is no legal objection to infants being admitted?—None whatever; it is simply that they require such special treatment that the ordinary institution is not good for them; we have one or two places which make a speciality of such children, and therefore we have some fifty or sixty of them.

4526. Do you recover the cost from the parents in a considerable number of cases?—Well, last year we collected from the parents of children in reformatory and industrial schools £30,000. That is not a small sum in itself. Of course the total cost of the schools was something like a

quarter of a million, but still that £30,000 represented something like thirty shillings a head per annum.

4527. What is the cost per head?—It runs from £20 to £25 a head, if you exclude institutions under the management of the London authorities, which are much more expensive.

4528. Would they be double the cost?—Perhaps so. I think, however, that the London county council are alive to the matter, and that under their administration we shall see a reduction.

4529. Are the London county council schools under your inspection?—Their industrial schools are.

4530. Are they considered as superior to the others?—Oh, no, but certainly as regards industrial training the council have taken a very enlightened interest in their schools.

4531. Does that cost include the capital cost of the buildings?—No.

4532. So that that would have to be added to the cost of the children?—Yes; though of course, after a certain time it must be considered to have been paid off. I have no doubt that at their big school at Feltham, for instance, the capital charges have been worked off by this time. That was established by the Middlesex magistrates about 1860.

4533. But still to the £20 or £25 a year you would have to add for the first thirty years or so the cost of the surplus land?—But in many of the voluntary schools there was no loan at all; the money was got by private subscription.

4534. If we were starting industrial colonies we should have to consider, in estimating the cost, that the capital charges were not included in the £20 to £25 a year?—Yes, you would; but the cost of the industrial colony, I think, ought not to be as high as an industrial school.

4535. I gather that the Government grant is about half the cost of the maintenance of the child?—That is so in industrial schools in England, but the grant includes an amount equivalent to what any child attending a certified efficient school earns from the Board of Education.

4536. How is the balance found?—Mainly from the rates.

4537. What is the largest school you have under your inspection?—Feltham; that is certified for 600. Then we have the training ships, the largest of which is certified for 400, but the immense majority of the schools range, in the case of boys, from 100 to 200 in the number of inmates.

4538. Are you in favour of large schools for boys?—No, I should make an absolute maximum of 200. I believe that any school though can be kept efficient for 150, that is as regards junior boys. As regards senior boys, I think you can run a school economically and efficiently for from 100 to 140.

4539. But not under?—I have often illustrated the point in this way, and I think there is a very great deal in it, that you must have enough boys in an English school to keep first of all two schoolmasters going, and then two elevens. If you cannot get two good elevens out of a school, well then you cannot keep that school healthy; you cannot get two serviceable elevens with less than a hundred boys.

4540. You do not agree with all the strictures that have been made about big schools?—No, though I can see the great difficulties they labour under at Feltham in having their immense buildings and their 600 boys; I find that the cost seems to mount after you reach a certain number of inmates.

4541. You require more?—Yes, you require an additional sort of staff, I mean; you require a sort of general supervising staff. In addition to the men who are doing the job, you have to introduce almost a staff of inspectors to see that the people are at their job.

4542. But any of these schools would be suitable for the tramp class of child?—Yes.

4543. You do not want anything new?—You do not want anything better.

4544. And there would be an advantage in treating that class of child with other children?—Oh, I think so.

4545. It would not do to have them all put together?—No; I think to keep a school of that sort healthy you must have children of most varied character, and coming from the most varied surroundings.

4546. The same just as we hope to get in a large public school?—Precisely.

4547. Then your idea, I take it, would be to send the tramp children to industrial schools and the adult tramps to labour colonies?—Yes.

4548. (*Mr. Simpson.*) You said just now that you thought the cost in a labour colony per head ought not to be so high as in a reformatory or industrial school; would you explain your grounds for that?—Well, you see, in a reformatory and industrial school a good deal of the cost is unproductive in the material sense. You have to keep a schoolroom going and an efficient staff of qualified schoolmasters. In the case of the adult colony you could not hope to do more than make arrangements for something in the nature of an evening continuation class.

4549. In the one case you are educating them, in the other case you would be keeping them at work?—Precisely. You see, you only get about two-thirds, at the outside, of a boy's effectiveness for his work, either on the land or in the shops; at least one-third of the energy and time is given up to the schoolroom.

4550. On the other hand, in a labour colony you would have very much more untractable material; you would not have the growing lad who has not got ingrained bad habits, but the veteran of the road, whom it would be very much more difficult to make work?—It would be much more difficult no doubt, but still I cannot help thinking that if you got the right man for the job and a right inducement held out, a good deal more might be done with the vagrant than is imagined.

4551. Taking the reformatory schools and the older class of lads there, is there much difficulty in preventing escapes?—No; but there has been a very marked and astonishing change in that regard since I have known the schools, and it is largely owing to the introduction of physical drill and the great attention paid to athletics. It is quite a passion with them, and the result is that they do not want to run away. It is quite remarkable how the trait of absconding from schools has disappeared. These elder boys realise, in a way the boys in industrial schools do not, the fact that something is being done for them, and the better the qualifications of the schoolmaster teaching them, the quicker the reformatory boy realises it. I might mention that about eighteen months ago it was insisted by the Home Office that no boy in any reformatory school dormitory should be so shut up that he could not get out by his own unaided exertions, if need be; that is to say, that every dormitory must have a door or a window out of which he could get without anyone coming from the outside to unlock it. That has been generally arranged by having the emergency exit fitted with a lock, and a key in a glass fronted box, so one has only got to break the box and take the key. That arrangement has not been abused in a single instance in a reformatory school, though it has once or twice in the junior schools.

4552. You attribute the ease in keeping them at the school to making them interested; they are quite ready to stay there because they feel they are being well treated?—That is precisely the position.

4553. You could not expect that at the labour colony. If you took your tramp fifty years old from the road, you could not put him in the cricket field or make him keen about games?—No, but I should be hopeful of them getting at the fellows under thirty; lots of tramps are between twenty and thirty.

4554. When they are first going on the road?—Yes, or when they have not turned thirty. And then, as regards the older men, I am not sure that they might not like employment. Some of these schools now are introducing a good class of machinery, and so on, in their shops. It is extraordinary the fascination that has for boys—quite as much as physical drill; and your old tramp might be got at in some way like this I think. There is the solace of tobacco. What will not some men do for a pipe, and women for a cup of tea?

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4555. The difficulty would be that men who are sent to a labour colony would not be likely to be sent until after they had had a good number of convictions. Have you ever known in reformatory schools of anything like a system of warders to keep the inmates from running away?—Oh, no.

4556. (*Captain Eardley-Wilmot.*) Have they high walls?—Most of them have no walls at all; when a boy goes out to work, if he wants to bolt he can.

4557. (*Mr. Simpson.*) The staff employed is really analogous to the staff of a public school rather than to the staff of a prison?—Yes. If fellows are working in an eight acre field there will be perhaps fifty boys, and one man in charge.

4558. That would make it quite impossible to prevent a boy running away?—Yes.

4559. The reformatory and industrial school system is by far the most extensive system of institutions for the detention of people under local control subject to Government management; some of the schools are under local authorities?—Yes, under county councils and one town council.

4560. There are none under boards of guardians, are there?—No.

4561. And the rest of them are due to voluntary effort, and are still under voluntary committees?—The immense majority of the industrial schools, and every one of the reformatories in England.

4562. With regard to the industrial schools, could you draw any distinction as to the management or cost or efficiency of those under local authorities, and of those under private management?—Well, as regards cost, those under the direct management of the local authorities are more expensive than those under voluntary management.

4563. You are clear as to that?—Absolutely clear as to that, but the disparity is not unreasonable, I think, until you come to study the case of London. For instance, in the industrial schools managed by the county council of Kent, the county council of Durham, the county council of Cumberland, and the county council of Staffordshire, their average will work out at perhaps a couple of pounds more per annum than the ordinary voluntary school, and I do not think it is unnatural or unreasonable that it should be so; but when you come to London, one is staggered by the figures.

4564. That was under the late school board?—And also the county council; they ran two industrial schools, and have always done so—Feltham and Mayfield. But at the same time, it is a very remarkable fact that one of the most efficient of the London school board schools, really as efficient a school as exists in the country, is the well known Highbury truant school, and that, oddly enough, has been run at a figure for maintenance approximating to the provincial figure.

4565. Are you in favour generally of a system by which institutions of that kind are carried on locally under Government inspection, as opposed to institutions run by Government?—Very strongly indeed, provided the Government is allowed a strong hand. And I should prefer the voluntary body to the local authority, provided the local authority were allowed a hand in the affair also. Most of the industrial schools which are run by voluntary committees, supported by subsidies from the Government and the local authorities, have representatives of the local authority on their managing committee.

4566. And the local authority would not continue to subscribe if they found that the school was not well managed?—No. But some of our schools are suffering very severely from over inspection. I was examining a school near Manchester myself not long ago, and the schoolmaster complained bitterly to me that the week before they had had the London man, and the week after me they expected the Manchester man, and the week after him they expected the Salford man.

4567. That inspection is not statutory, of course?—No, but these authorities have a formal agreement in many cases with the school; they make a regular formal contract as to the terms on which this institution will receive children from the local authority, and they insist that they shall be allowed to visit at all times and inspect and examine, and all the rest of it.

4568. If these informal inspectors object to anything, their only control is that the local authority withdraws its subscription, I suppose, in the long run?—Well, but as it turns out that is as effective a control as the Government has got. The Government, you see, is so largely confined to threats. It is a very serious step to withdraw the certificate from a going institution. It may be a long time before the Government can get its wishes attended to; whereas a local authority simply says nothing, but no more children arrive at that school.

4569. Are these inspectors members of the local authority?—Sometimes they are. The London county council has been very active in that way, members of the council travelling about the country, looking at schools with which they have contracts; in many cases they are their own inspectors.

4570. Do you think the control would be more effective if, instead of having as their only resource the withdrawal of the certificate of the school altogether, which as I understand means that no children at all can be committed to the school, the Government had some power of stopping their contribution to the cost of children committed there?—It has the power, I think, and it might have been more freely exercised.

4571. Do you think that would be effective in the case of a labour colony established something on the lines of an industrial school?—Yes, some system of that sort.

4572. Sir John Gorst's Vagrancy Bill of last session for establishing labour colonies is drawn almost entirely on the lines of the Inebriate Acts; and it establishes a system very analogous to reformatory and industrial schools?—Yes.

4573. It might possibly be useful to the Committee if you could say in what respect you think local management of an institution of that kind is superior to management by the Government, say by the Home Office?—Well, my point is this: I believe that what is wanted is personal interest in an institution if it is to be of any use at all, and I do not see how you are to get that personal interest out of a Government system. It is difficult to say too much for the value on the one hand of the energising and at the same time regularising influence introduced into voluntary work by the co-operation and supervision of a keen official, whether attached to the local or the central government; and on the other of the stirring by a breath of human, personal, voluntary interest of the dry bones of an official system. The problem is, how to bring the official into the right relationship with the enthusiastic voluntary worker. A voluntary worker is often a most futile person, but there are elements in the most futile of them which are most useful if properly directed.

4574. But, on the whole, you think the system of which you have personal experience has solved the problem fairly satisfactorily?—Yes.

4575. (*Sir William Chance.*) You have given us a very interesting and useful statement of the legislation which led up to the Industrial Schools Act of 1866 (*see Appendix XXXVI.*). You consider that that Act can be applied to the children of vagrants?—Yes.

4576. Well, of course, there may be a difference of opinion as to that?—There is, undoubtedly.

4577. Do not the magistrates take different views on that point?—They do as to the construction of section 14.

4578. Do you not think there is very strong ground for a difference of view on that point. Perhaps I may take Sir John Bridge's decision; he says practically that you can apply the Act to a tramp who was a professional beggar?—Yes, he does.

4579. And then Sheriff Dove Wilson says: "I have heard it suggested that if the wandering child had any kind of parents, it could not be said to be without 'proper guardianship,' but I do not think it can be so interpreted, and I have always held that if the parents were drunken, or ill-treated their children, those children, if found wandering through the country, whether with or without the parents, came under the Act." Now, again, I think some people might say that is limited. These vagrants that we have to deal with are not always drunk and they certainly do not ill-treat their children. Therefore, according to Sheriff Dove Wilson's definition of that section the Act would not necessarily cover all vagrants?—The vagrant,

according to Sir John Bridge, comes within the terms of the Act, and according to Professor Dove Wilson, but he must be an habitual vagrant, and possibly a person of undesirable character in himself.

4580. But Professor Dove Wilson does not say that?—I think that is what he means.

4581. As a matter of fact, are you not aware that the difficulty of dealing with these children on the roads under the present law is, that they are not as a rule ill-treated; they are well-fed; they are generally fairly well-clothed, in fact, there are ordinary children in towns, who may be considered in a much worse state?—But the real question, it seems to me, with them is, are they getting the benefits of the Education Acts.

4582. Yes, but the Act says nothing about education. I am talking now of the Act of 1866, under which you say these vagrant children can be dealt with?—Oh, but I think that section of the Act is practically incorporated in the Elementary Education Acts, in fact it is re-enacted in the Education Act of 1876.

4583. Yes?—And it is the duty of any local education authority in the country, if they become aware of a child wandering, to seize that child.

4584. The section runs as follows: "Any person may bring before two justices or a magistrate any child apparently under the age of fourteen years . . . that is found wandering, and not having any home or settled place of abode, or proper guardianship, or visible means of subsistence." Now, it is contended that this provision only touches children who are found wandering about?—Yes.

4585. Well, as there is a good deal of uncertainty on the subject, would it not be your opinion that it might be better to make that Act perfectly clear that it did apply to the habitual vagrant?—As there is the element of doubt, I think it would be a good thing to have it made perfectly clear by a definite enactment.

4586. On account of the magistrates taking different views on the subject?—Yes; they must always retain their discretion as to whether circumstances call for putting such an enactment into operation, but the interpretation of the enactment ought not to be open to doubt.

4587. But it is open to doubt?—It is open to doubt, though I do not think it is as much open to doubt as people suppose. I think the number of magistrates who hold the view that not under "proper guardianship" means not under any guardianship at all is very small.

4588. I quite understand. Is there not another point, that magistrates are very loth to send any children to industrial schools?—Yes.

4589. And they are still more loth to make use of their powers to send these vagrant children to industrial schools?—Well, unless there was a general feeling that it was worth while making a crusade for a period; I think if they could be induced to take the view that it is worth while trying as a social experiment to convict as many as possible for three or five years and see the result, a good many might be induced to fall in with the suggestion.

4590. Is it not rather remarkable that in this section no mention is made of the person who is with the child—the parent or professing parent, or guardian. The Act says the child has to be brought before two justices; but does not mention the parent?—Yes, but I think you will find subsequent sections dealing with the order on the parent to contribute.

4591. Of course, afterwards you try to find out the parent and make him responsible?—Yes.

4592. But the Act says nothing about the case that you have on the country roads, the child travelling about either with a man, or a man and a woman?—That has been remedied to a certain extent by the Youthful Offenders Act which contains special provision to secure the attendance of the parent at the same time as the child is brought before the court, and to secure that an order may be made on the parent at the same sitting of the court as the child is committed.

4593. Does that not rather prove what I am contending, that this Act itself is not quite adequate?—Yes, it does.

4594. We know there have been other Acts of Parliament such as the Prevention of Cruelty to Children Act?—Yes.

4595. The children of vagrants are dealt with under that Act very largely?—Yes.

4596. Then there is the Poor Law Act, 1899?—Yes.

4597. If the guardians find the child of a vagrant has been cruelly or badly treated, they can take it away?—Yes.

4598. What I mean is that this Act of 1866 is not complete in itself?—No.

4599. Do you not think it would be very desirable that in some kind of way this Act should be amended, so that it would practically include these children wandering about the roads with the adult vagrants?—Yes, I agree.

4600. You would limit it to the children of habitual vagrants, would you not?—Yes.

4601. (*Mr. Davy.*) Some people seem to think that you ought to take the children of anyone found begging?—Well, so you can; I think there is no doubt about that under the Industrial Schools Acts.

4602. Anyone found begging?—Any child found begging.

4603. Yes, but not the child; I am talking of the parent?—The child with a parent who is begging.

4604. The parent begging?—We have a good many children, I fancy, committed to industrial schools precisely in such circumstances as you mention: the father or the mother, who was begging in the street and exposing the child whilst begging, being held not to be a proper guardian.

4605. Without going into the question of whether the begging was habitual?—Yes.

4606. (*Sir William Chance.*) You are of opinion that this power of dealing with tramp children should be limited to the children of habitual vagrants?—You must avoid interfering with the man who is moving about from place to place in search of work.

4607. You would approve of the habitual vagrant being punished in some way for his vagrancy?—Yes; I do not much like the word "punished," say dealt with.

4608. Well, dealt with; but being committed to a labour colony for two years would be somewhat severe punishment, would it not?—I do not think it need be.

4609. (*Captain Eardley-Wilmot.*) It would be a privilege?—I think in course of time as you say, he would regard it as a privilege.

4610. (*Sir William Chance.*) Anyhow, he would have to suffer in some way; would you approve of the principle that whoever was in charge of these children, wandering about so that they have no chance of getting any education, should be made in some way to feel his responsibility?—He should be made to feel, not only his responsibility towards his own child, but also his responsibility to the State.

4611. Now, do you think that taking away a child from such a man without dealing with the man in any way, would be a deterrent?—I think it would, very distinctly so.

4612. Do you think that that arises from the liking for the children, or from the feeling that they may be useful to the tramps in their profession?—They are useful, and they like them just as much as they like a dog or any other animal.

4613. Supposing that you did take these children away, do you not think it might possibly be a temptation to other people who wanted to get rid of their children to take to the road?—No, I do not. I think the fear that parents would be anxious to get rid of their children is enormously exaggerated; I am sure of it.

4614. You do not think there is such a risk yourself?—I am sure there is not; there is not as regards industrial school children.

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4615. Have you any instances you could give in proof of your opinion?—Well, here is a very remarkable fact, that though the population has gone up, and the schools have been enormously improved in the last ten years in every respect, structurally, and so on, education better, trade instruction better, the number of children in the schools at this moment is considerably lower than it was ten years ago; and it is very odd that the more efficient the schools the greater their deterrence seems to be. As an illustration, I might give a case of a personal experience. I was walking up Loch Earn one Saturday evening in the autumn, and met a characteristic Scotch tramp woman. She had an infant on her back in a shawl. I got into conversation with her and asked her if she had any other children; any boys; and she said, "yes." I said to her, "Are any of them in industrial schools?" She replied "Yes, there are two at Oakbank in Aberdeen. If you are going there you will see them." I said, "Any girls?" She said, "Yes." "Where are the girls?" "They are with their grandmother at Inverness." I said to her, "Where are you going now?" "Oh, I am going to Inverness." "Are you going to stay there the winter?" "Yes." "Then," I said, "what will you do?" "Then," she said, "I will go down to Glasgow." "And then," I said, "you will come back from Glasgow, through Perth and Dundee, I suppose, and back to Inverness, this road?" and she said, "Yes." Well, I have not the slightest doubt in my own mind that the girls would have been with her instead of with their grandmother, if it had not been the fact that she was caught with the two boys in her train, and the two boys were taken from her and put into an industrial school.

4616. Then do you suggest that she went back to Inverness to stay for a time in order to see her children?—To lie up for the winter and to get back to her children. I might tell you as a sequel to the story, I saw the two boys, and a particularly bright little pair they were; but the following year when I went back I asked for those two boys and they had been spirited away.

4617. (Mr. Simpson.) Joined their mother?—Yes, I heard the mother called at the school and saw them, and then in the course of the evening they disappeared out of the dormitory, and they have never been seen since.

4618. (Sir William Chance.) So they may have taken to a vagrant life?—Oh, no doubt they have; but what is certain in the case is that the mother was not rejoicing in the fact that her two boys were being housed at the Oakbank Industrial School at the public expense.

4619. The Vagrant Children Protection Bill of last session contemplates the control of wayfarers, both professional and *bona fide*, remaining under boards of guardians as at present; it deals with vagrancy as a poor law question; that is one of the principles of the Bill?—Yes, I noticed that, though there is special provision enabling the Industrial Schools Acts to be invoked if a magistrate prefers that course, in his discretion.

4620. That the bad or unruly cases shall be handed over to the industrial schools?—Not only that; clause 8, I think, enables a magistrate, if he prefers to proceed under the Industrial Schools Acts, to do so.

4621. Yes, that is so. I do not know whether you have any remarks to make on that Bill?—On principle I think it better that these children should not be dealt with under the Poor Law but by the Industrial Schools Acts; and I will tell you why: I think that action of this sort should be regarded as exceptional. Now, it seems to me that if they are dealt with under the Poor Law, you are taking the line that you are making a sort of natural provision just as for failing health and poverty; whereas you are making provision for a state of things which is not brought about by anything but circumstances which come either actually or very nearly within the criminal law.

4622. You know that there are different classes of vagrants. We have had it in evidence that a certain proportion of these vagrants are really on the road for honest purposes?—Still I do not think it should be regarded simply as natural provision that would be made for sickness or accident.

4623. Then I gather that you rather think that the charge of vagrants should be transferred to some other authority than the guardians?—Yes. I think it should be either the education authority or the police authority; and now both of these are combined practically under the same head.

4624. Do you think that if that was done it would facilitate the satisfactory dealing with these children?—I think it would deal with the problem more effectively. I doubt whether the dealing with them under the Poor Law would have the same effect in reducing the numbers as if they were dealt with under the Industrial Schools Acts, just as I do not believe that if, when a disorderly house were raided, the children were sent off to the workhouse, it would have had anything like the same effect as the packing of them off to an industrial school has had. I am told now that in Birmingham and Liverpool they comparatively seldom find a child in a disorderly house when it is raided.

4625. (Mr. Davy.) Is it an offence to aid and abet the escape from an industrial school?—Yes.

4626. Whereas escape of a child from a workhouse is not a matter which concerns the criminal law at all?—Well, except that they can be prosecuted for running away in the clothes in which they stand up; is that the only way?

4627. That is the only way?—But I know it does happen.

4628. The parents could interfere with a child in the workhouse much more than with a child in an industrial school?—Yes.

4629. (Dr. Downes.) In speaking of the school in the north I understood you to say that they did a good deal of work for the neighbouring farmers?—It is remarkable what they do, though no one objects there.

4630. Can you say how this system was arranged, and whether it interfered with the wages of the labourers in the neighbourhood?—It is provided for the farmers in the neighbourhood at its market cost. The farmers pay the rates that they would pay for lads at that age coming from their own homes, if they could get them.

4631. They pay the current rate of wages?—They pay the current rate of wages to the school.

4632. Has there been any complaint of labour being displaced by the school?—None whatever, nor has there, I think, anywhere in the country. The system is going on, though not to the same extent; practically throughout the country, though the total volume is but a drop in the ocean of labour.

4633. With regard to the cost in London, are there figures available showing the analysis of the expenditure under different headings?—I think some of the appendices to our Annual Report will give the figures.

4634. Is it possible to lay one's finger upon any particular items that are the cause of the greater expenditure in London?—Yes, I think it ought to be possible; but I think it would be found that it ranged over the whole gamut; of course, the cost of building is notoriously higher.

4635. I understand you to say that you thought that the younger the man the better you could deal with him in the labour colony?—I do think so.

4636. Would that not point to our not waiting for too many convictions before the man goes there?—Yes, and I might say that I am sorry we do not get the boy into a reformatory school until he has been up several times and until people are sick of the sight of him.

4637. You would rather get him sooner?—Yes, it would make the work very much easier, and, though in principle the First Offenders' Act is an admirable measure, yet, because we have not got any proper system of probation officers, the Act seems to me of very doubtful expediency. It simply means that we practically never get a first offender now. It is true he may enter the school on what is technically his first conviction, but he must have been up before for a certainty; he has been let off under the First Offenders' Act on bound over, or his parents told to give him a flogging at home, or something of that sort.

4638. (*Captain Eardley-Wilmot.*) In these reformatory schools have you any productive industries, or manufactories of things you sell in the market?—Yes, but they do not make any profit out of them.

4639. Is the output large?—Very small; of course the hours of work are very short.

4640. And the boys are very numerous?—And the boys are young. But a school of 200—any school from 80 to 200—will keep itself entirely in clothes and boots.

4641. But would not make anything for sale?—Yes, and make a certain amount for sale.

4642. Has any objection been raised to that by outside people?—Yes. *Mr. J. G. Legge.*

4643. With what result?—When the question has been threshed out, the output has been found to be so very small, that I think people have made up their minds that it is not worth fussing about. And I might call your attention to some remarks by one of the leading working men, Mr. John Burns, on the subject of these schools. At a Trades Union Congress some years ago he expressed himself most emphatically against the policy of interfering with work in reformatory and industrial schools, and I dare say he would possibly take the same line about the labour colonies. *22 Mar. 1905*

THIRTEENTH DAY.

Tuesday, 11th April, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Major A. F. POULTON, Chief Constable of Berkshire, called; and Examined.

4644. (*Chairman.*) Major Poulton, you are the chief constable of Berkshire?—I am.

4645. How many years have you been in that position?—About three years now.

4646. You have sent to us copies of a most excellent report made by you on vagrancy (*see Appendix XII.*). I gather from that report that up to the year 1900 there was a gradual decrease of tramps in Berkshire?—That was so.

4647. And that after 1900 there was a considerable increase?—There was.

4648. And you attribute that to the war?—Partly so; partly to bad trade, I think, of late years.

4649. Men were thrown out of employment through no fault of their own?—Quite so. You see during the war there were a great many militia regiments embodied; that took a good many men; and any man out of employment joined the militia or the yeomanry, and a large number of men were taken away, no doubt.

4650. A large number of reserve men were taken out?—Yes.

4651. And no doubt many of them had difficulty in getting employment when they came back and so became vagrants for a time?—That is so.

4652. Now do you think there has been any increase of crime among vagrants of late years in proportion to the number of men on tramp?—There has been, certainly in my county.

4653. Berkshire, I believe, is on one of the main routes for tramps?—Yes, it is a great highway between London and the west.

4654. Which way do they go as a rule?—Well, they either work from the Midlands through Oxford down to Reading, or by the western route from Bath and Devizes through Newbury into Reading, and then they split again and go either by the Maidenhead and London route, or the Windsor, Staines and Egham route.

4655. Do you think many Metropolitan tramps come your way?—Oh, yes; a great number.

4656. Now, what class are they as a rule?—Well it is difficult to say; they are really vagrants who work their way to London and back; they have got no permanent employment.

4657. Are they men who are really looking for work?—Oh, there is a certain proportion of men who are *bona fide* out of work, tailors and builders and such like. *Major A. F. Poulton.*

4658. And what percentage would you say there is of these men?—Well, I am afraid I can hardly give you the figures in that way. *11 April 1905.*

4659. Our information is that the London vagrant as a rule is, I think, a more idle man than the country vagrant; I mean the percentage of the honest tramp is less in London than in the country; it has been put at 1 per cent. ?—Well, it is difficult for me to get the figures of the unemployed; we only get a certain proportion that come under our notice as criminals.

4660. I was not speaking so much of the criminals, but men coming from London through Berkshire and going west; would you say those, as a rule, were very largely composed of men who had no intention of working?—A considerable proportion of them are men who will not work.

4661. You adjoin, I think, the counties who have a way-ticket system?—Yes, Wiltshire; and we just touch Gloucester on the north-west side.

4662. I think you had a way-ticket in Berkshire at one time?—We did.

4663. But that was before you were there?—It was tried in 1871 and 1872 and then it was dropped owing to the want of co-operation of the guardians; then it was brought up again in 1879, and it went on for some four or five years with very great success.

4664. Then what caused it to drop again?—I think the failure was due to the lack of co-operation of the adjoining counties.

4665. I see. And were the guardians themselves at all keen?—The guardians themselves fairly supported the system then.

4666. They did the second time?—They did not at first, but the second time they did.

4667. If a way-ticket were made general, do you think it would be a good thing for the suppression of vagrancy?—Yes, I think so. I think there are questions on both sides, if I may say so; I dare say you will not mind my expressing my own individual opinion.

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4668. We want you to give your opinion?—My opinion with regard to it is this, that of course there is a feeling against any kind of passport system in our free country; I think that is one of the things against the system. On the other hand we do want for all these people identity. I think that is the secret of the whole system—certainly looking at it from a police point of view. And, therefore, I do think that the advantages are considerably on the side of a pass or a way-ticket system.

4669. That would be a way-ticket system which would materially assist in the identification of the men?—That is what we want.

4670. Which would enable you to identify the idle vagrant who has no intention of working?—I think that is what we want.

4671. That would be a very considerable advantage?—I think so; I think we want to separate the good from the bad.

4672. We were told by Admiral Christian that the way-ticket system materially assisted to put a stop to begging?—No doubt of it.

4673. By providing the holder with the opportunity of getting a mid-day meal of bread, the way-ticket system not only materially assisted to put a stop to begging, but helped the honest man on his way?—That would be so to a certain extent; but, of course, for the tramps who are in the casual wards, there are twice as many in common lodging-houses who are really supported by this misplaced charity of the public.

4674. But as far as the casual ward men were concerned?—As far as they were concerned, it would do good, no doubt.

4675. Well, I gather that on the whole you would be in favour of a way-ticket system, if it were carefully worked?—Yes, of a general uniform system of way-tickets. I have taken a great interest in this question, and I have gone through all the records of my predecessor in office, who was there for nearly forty years, and read all the reports and all the papers connected with it, and I am satisfied from reading these that the failure of the system was the want of uniformity; in fact, in all the reports that is the one thing that they cry out for; a uniform system of dealing with these men throughout the country.

4676. The contiguous counties did not give the way-ticket; consequently, the system failed immediately you got to the border of your county?—Quite so.

4677. In your report you allude to the preference of the tramp for prison to the workhouse?—That is so.

4678. You attribute that largely, as other witnesses have done, to the fact that the prison diet is better than the workhouse diet?—Oh, it is a long way better.

4679. And that the man knows he is well looked after?—They tell us so.

4680. And has a warm cell although he gets a plank bed?—They tell us that every day.

4681. I suppose you would suggest that the matter requires looking into?—I think that the food in the workhouse is quite inadequate to ask a man to do a fair day's work on. May I say that since I wrote this report I have had several letters on the subject from chairmen of boards of guardians and others. Here is a letter from a master of a workhouse, in which he says of stone-pounding that it is not an unreasonable task but decidedly a hard one; a man has to be very fit physically or must have acquired a special knowledge by long practice to get it done in the time allowed.

4682. Is that pounding the stone with a sort of pestle and mortar?—Yes; they do about two bushels. He goes on to say that the diet is very inadequate and very insufficient to do the work on. A breakfast of half a pound of dry bread is very meagre to do a day's journey on; it is almost an incentive to begging or worse. Well, I find these tramps coming to the police with what they have stolen and saying "Lock me up." We have had that repeatedly during the last winter.

4683. Well, now, do you think it would be a fair thing to assimilate the casual ward breakfast to that for the seven-day prisoner; that is, give bread and gruel instead of bread and water?—I certainly think they

ought to have bread and gruel or bread and soup given to them. If you ask them to do a day's work, I think the men ought to be sufficiently fed, and the next thing is to satisfy the public that these men are sufficiently fed; if the public once get the idea that the men are not sufficiently fed, they will give in charity.

4684. If you give a man a somewhat better breakfast, you could reasonably expect him to do something more in the way of a task?—That is exactly my argument. When any of these men go before the magistrates, I tell the police that I think it is fair for them to state exactly what the man gets and what is expected of him; and I think that if you give him a better diet there is more reason for punishing him for not doing the workhouse tasks. I do not sympathise with these men in the least, but I am only looking at it from a just point of view, if I may say so.

4685. I see you also suggest the identification of professional tramps by means of finger prints; where would you have the finger prints made?—My idea is to work it as we do now; we only finger-print the man who comes under the special notice of the police for an offence; I do not mean it to apply to all these men throughout the country. I think the idea is not to bring the man under the notice of the police, unless he is a criminal.

4686. Suppose a man was convicted say, three or five times, you would take that man as an habitual tramp, and have an identification preserved of him by means of finger prints?—Yes.

4687. In whose custody would the prints be; would the superintendent of police in the district in which they were taken keep them?—They now identify 70,000 criminals at Scotland Yard, by means of a central authority of this kind, which is of the very greatest assistance in the world to us police officers; the finger prints of these men down in the country are sent up to Scotland Yard one day and the whole history of the man comes down next morning.

4688. Supposing it is a man at Newcastle-on-Tyne, what would you do in such a case?—If there is any doubt about the case, we remand the man, if he has committed a crime. We should take his finger prints locally, but you must have a central authority to preserve the records.

4689. You have considered the question of labour colonies?—Well, I have read reports on what has been done in Belgium and other places, and certainly it seems—I can only speak from having read reports—a very good means of dealing with the habitual tramp; it is the same way as you deal with an habitual drunkard.

4690. I suppose if you committed a man to a labour colony it would be for some considerable period?—A short sentence is absolutely no good for such a man.

4691. Would you have these establishments under the control of the Home Office or the Prison Commissioners?—Yes, I think that would be by far the best arrangement.

4692. Have you anything to say with regard to common lodging-houses?—I think we want very much better supervision of them; we want more inspection.

4693. Do you think the present registration of lodging-houses sufficient?—No; it is not sufficiently carried out.

4694. Then you would have a larger amount of registration, and you would have better supervision; by whom should the supervision be?—Well, I do not know that you can do better than appoint a police officer the inspector of the common lodging-houses in the town; there is no difficulty; I think they do in many places appoint police officers.

4695. They have now the right of free entry into all the common lodging-houses?—Oh, yes; we visit them pretty nearly every day, but not being inspectors the police have no power to enforce the rules.

4696. They have no power of enforcing cleanliness?—No, it rests with the local authorities themselves in the town.

4697. With regard to the children of tramps, I think you have something to say to us?—Well, I think it is very important that there should be some means of taking care of these children. I am a good deal on the roads.

and I do see, day after day, these wretched children hawked about the roads, wet through, and looking in a frightful state; so much so, that this winter I have given all my police officers and superintendents some money out of our charity fund to enable them to supply a meal where they find a really hard case of these children, not to give them money, but to give them the actual food.

4698. Do you give anything in the way of clothing to the children?—No. It is only a small amount I distribute—£15. We have a sports fund in the county, and we make a little money every year, and we try to give it to a good object.

4699. I have been rather astonished at the very small proportion of children to adults in the tramp population?—I do not think there are many in proportion to the tramps.

4700. I thought that Berkshire being on the main road you might see more there than elsewhere?—We do see a great many, but not in proportion to the number of tramps, but still I do think it is important that as far as possible children should be kept from a tramp life.

4701. Quite so. What alteration would you suggest in the law to meet the case?—It is a difficult question, but I cannot help thinking that if we had this way-ticket system a man honestly seeking for work might leave his children in the union from which he departs, and the children might then be taken care of and educated.

4702. The man through his way-ticket could be traced?—Yes.

4703. Reports could be made to him about his children?—I do not think that an honest man would mind that really; I think he would be rather glad to know that his children were being taken care of, and I think generally it is in the case of the man who will not work, and lives on public charity, that the children are dragged about, and consequently grow up in the life which one wants them to avoid.

4704. Now as regards labour bureaux, in what way would you establish them; would you have the information at the casual ward or the police station, or at both?—I think myself that the system could be better worked by the town authorities, as in Reading, where they give notice at the different places, the workhouse and the police stations.

4705. Could you kindly tell us what the system is at Reading?—Well, it is more or less a charitable system really. People subscribed, and the town authorities have given a certain amount of employment in clearing vacant spaces; at other times they have co-operated with the local charities, who have established soup kitchens and things of that kind, and given grants to them. They have not established a regular system of finding out who want labour and who are in want of it.

4706. Have you considered whether information could be derived, say, from the Labour Department of the Board of Trade, and communicated to the various centres in the counties for the information of the honest tramp who is seeking work?—Well, I think it would be a very good thing. I have asked these tramps myself, in the casual wards, to what place they are working their way. A lot of them tell me they are working their way to Salisbury; there are new works there; new barracks and one or two things. Lots of them told me they were working their way down to Bristol in search of work. Others told me they were going elsewhere in search of employment.

4707. You think it would be a good thing if information could be imparted in this way?—I think it would be, and it would help the honest man and separate him from the bad one.

4708. Have you at all considered in what way you could compel a man to work in a labour colony?—I think you could do very much what is done in prisons; they get these men to work in prisons. I heard that a man said in court—"Work! I hate the name of it; it gives me a headache to hear people talk of work; I never have done a day's work and I never will do a day's work." I thought to myself this is a funny case; and I went down to the prison to see what happened there. The man was working as well as any of them. I asked the governor about it; he said his idea was—and I

dare say there is a good deal of truth in it—that a great many of these tramps go into the workhouse, and when they see their task if they think it is rather much, they will chuck it. "Now," he said, "in the prison we never give them a definite task; we do not expect them to do the maximum task." It is the same point as I think I put in my report, viz.:—that if a man picks two pounds of oakum, he will get the maximum marks for good conduct, and that is what these fellows very often do. In the workhouse they cast their eye over the eleven cwt. or thirteen cwt. of stone, and they say, "Oh, no, I will chuck it; take me away; I will go to prison."

4709. We have had the suggestion that you might persuade men to work in the labour colony by means of their food; that is, that the man that did a good day's work should get a good meal?—That is my point. Treat the man as they do in prison; if the man refuses to work, he is put on bread and water; when he is put on bread and water he does no work; but with the case of a tramp, when you put him on bread and water you put him to work. In prison when they put him on bread and water he is not allowed to do any work.

4710. You agree that the best method of inducing a man to work would be by letting him know that by doing a good day's work he would have a good meal at the end of it?—Yes, quite so; I think that is the point.

4711. (*Mr. Davy.*) Apart from the question of food in casual wards and prisons, there are other reasons which make the prison more comfortable, are there not. For instance, the cells are larger?—Yes, and better warmed in every way.

4712. And the food is better cooked as a rule?—Well, of course, there is no cooking in the casual wards, it is only dry bread.

4713. You do not give porridge in Berkshire?—No.

4714. Again, the prison bath is at a fixed temperature, comfortably hot, is it not?—Yes, and as far as I have seen in the casual wards—I must give the masters their due—they take care to give tepid baths; at least, that is what I have seen.

4715. The regulation as to the heat of the bath would be much more easily enforced in a prison than in an isolated workhouse, would it not?—Yes, but if you laid down certain rules, I do not see why workhouse officials should not carry them out as well as prison officials.

4716. Workhouses vary very much in size?—They do.

4717. And they are very scattered?—Yes; sometimes there are too many.

4718. In some there is only one male officer?—Yes.

4719. Would you suggest that in all these matters the workhouse should be brought up to the prison standard?—Well, I should think that the prison scale is on the lowest standard, certainly as far as food is concerned.

4720. I am not talking of food for the moment?—No, but speaking generally, here is a man who has committed an offence against his country; he is put into prison, and I should think the prison authorities have regulated his treatment on the lowest course that they could, seeing that he is a man who is undergoing punishment.

4721. But would it not, as a matter of fact, be quite impracticable to get the cells, the bathing, the cooking, etc., for casuals in workhouses, up to the present prison standard?—I do not quite see where the difficulty comes in; the cells are warmed by hot water.

4722. Have you cells in all the workhouses in Berkshire?—No, not in all of them.

4723. Have you been to all the workhouses?—I have been to five out of twelve.

4724. Would you suggest any harder work in prisons so as to make them more deterrent?—No; from the little I have seen of prisons, I think the men do work and work well, and they do work which, of course, the men perhaps like; I mean they make these mail bags and different things.

4725. Would you call making a coal sack hard labour?—A man has to be kept pretty hard at it; but I think it is not so hard as stone breaking.

Major A. F. 4726. There is no physical exertion about it ?—No.

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4727. Might you not say the same of wood chopping ?
—Yes, they have tried wood chopping in some of the workhouses, but they tell me they get it much better done by the regular inmates. In one workhouse I was in the other day, they said they had been obliged to give up wood chopping, because the outside people complained.

4728. Now, with reference to the way-ticket system would not one great advantage of it be that the tramps would be under the surveillance of the police all the time ?—I do not think that the police should issue every way-ticket.

4729. What system would you suggest ?—I do not see why masters of workhouses should not issue way-tickets.

4730. Would you have good tickets and bad tickets ?—No, I think I would issue a ticket in the ordinary way till you found out what a man was.

4731. What would that ticket do for a man ?—If he wanted to go to a certain place, it would start him on his way with his identity certificate.

4732. Would it give him a mid-day meal ?—Yes ; I do not see why he should not have a mid-day meal.

4733. Where would he have his mid-day meal ?—Well, you might let a police officer have the authority to grant a mid-day meal to any man ; he would apply either at a workhouse, or, if he was going on to another workhouse, at a police station, and let it be a charge on the board of guardians of the particular union.

4734. What sort of mid-day meal would you suggest ?—I think a bit of bread and cheese is quite good enough for any man to take on his journey, and I do not see why the workhouse authorities should not give it to him when he starts in the morning.

4735. Would you give that to every man ?—Yes, who keeps to his line of route. I think you want to impose certain conditions on tramps if you give them this food and treat them as I think they should be treated ; and if they follow those conditions, and confine themselves to certain routes, I would give it to all of them until I found out that they were not genuine wayfarers.

4736. Supposing a man does not stick to his route, what would you do ?—I think in that case the man ought to be taken up under the Vagrancy Act for obtaining relief under false pretences.

4737. Do you think that any change of the law would be necessary ?—I think there would probably have to be a change in the Vagrancy Act in these respects.

4738. You would not make any distinction between the man who was supposed to be in search of work and the ordinary tramp then, so long as they kept to their route ?—I think you would find out the good and the bad by the way-ticket system.

4739. A good man would stick to his route and the bad would not ?—That would be so.

4740. Supposing a man was going from one workhouse to another and he heard of work at some place to the right or the left of his road ; how would you deal with that case ?—I think if he gave a good reason, I would not put any compulsion on him.

4741. You would leave that to the discretion of the workhouse master ?—Yes, there must be mistakes in all these things, but you want to work for the majority. No doubt in many cases a man might not be found out, but still you would lessen the cases instead of increasing them ; and you would show them that you were trying to do something for their good.

4742. With regard to identification, would you take the thumb-marks of every tramp ?—No, only those who came under the police for an offence.

4743. One offence you suggest being, not keeping to the route ?—Yes, certainly ; I think you want to class such a man as a vagrant, not as a man honestly seeking work.

4744. The system requires uniformity in the various workhouses, and the masters would have to conform to the same rules ?—Oh, certainly there would have to be a uniform system throughout the country.

4745. That is, in the workhouses as well ?—Yes.

4746. Do you think there would be any difficulty in enforcing uniformity ?—I do not think so. I cannot see why.

4747. With the existing system ?—Of course, the present system is to drive the vagrants from one place to another in order to lessen the rates ; there is no doubt about that ; guardians admit it. The consequence is some places are hard on the tramps, and some are not.

4748. The cost of a tramp is only about 4d. a day. Do you not think there may be some other motive than the saving of the rates ; may they not wish to get rid of the vagrants from their district ?—Oh, yes ; I think people wish to get rid of vagrants out of their own district ; but still, what you do is, you only drive them into another part.

4749. Is not the vagrant a police nuisance rather than a poor law nuisance ?—Not entirely, I think ; considering the number of tramps, very few come under the police.

4750. Do the police always enforce the law as to begging in your county ?—Yes, as a rule. Of course, we discriminate between cases.

4751. Who discriminates ; the local constable ?—Yes, or the divisional superintendent. We get that more in the towns where there are inspectors and chief officers.

4752. Is it not less trouble to a police officer to let a tramp go on rather than to charge him ?—I do not think so.

4753. The supposition is that a workhouse master would be hard on tramps in order to get rid of them ?—I do not say that. I must honestly say that the workhouse masters I have seen in Berkshire are extremely good men who have taken a great deal of interest in the work. No, I must honestly say, so far as they are concerned, they do their very best ; but they do say their orders are so and so, and they have to give this. I have been to five of them, and I have said, "Is the food sufficient for the man." And they say it is not.

4754. On which day is it not sufficient ?—On any day ; the bread and water.

4755. The tramp is only in the workhouse, we will say, three days a week ?—Yes, but it is not sufficient even if he is in only one day.

4756. It is not sufficient for the one day ?—Certainly not, if you are to make him do a task of work.

4757. Not even if he got a good meal on the other days ?—No, I do not think so at all. I think if you are going to ask a man to do a good day's work, you ought to give him a fair meal.

4758. Without reference to how he is living during the rest of the week ?—That is difficult to know. You take the man into the casual wards and say you will provide for him, and you expect him to do a certain amount of work ; I think you ought to give him food which is equivalent to the work which you ask him to do.

4759. For that day ?—Yes, you do it in prison, even when a man has committed a crime ; all the more, therefore, when he has not committed a crime.

4760. The conditions in prison are not quite analogous ; you have got a man in prison for four or five days ?—Yes.

4761. You know what he is going to have for food the next day and the following days ?—Yes.

4762. Not so in the case of a tramp ?—If a tramp has any money at all he will not go into the casual ward ; he will go to a lodging-house. A man will go to cottages and say, "I was in the workhouse last night," and they give him food and money ; that is what makes all these people go about the country.

4763. Do you think tramps, as a rule, have an underfed appearance ?—Yes, in many cases.

4764. Did you ever hear of tramps being searched and bringing food, say meat, into the workhouses ?—Yes, I have heard of it.

4765. Do you think that that ought to be considered in framing the dietary ?—Well, I think the whole reason why they get this at all is because you do not satisfy the public that these men are taken care of in the workhouse.

4766. And the difficulty is that the public will not stop

their almsgiving unless they are so satisfied?—Yes, I think you must satisfy the public that there is no reason for them to give. I think it would do a good deal. When they had this system in Berkshire they reduced vagrancy, because they issued notices to the public saying that there was no necessity to give to a man as he could get food between the workhouses; and it did to a certain extent stop it; there is no doubt about it. I have a paper here which shows that in 1871 when the ticket system was introduced the number of tramps in Berkshire was 23,000; in 1872, the number fell to 14,900; and in 1873, when the system was discontinued, the numbers were 15,264. The system was in force in 1873 only for six months. In 1874 the numbers again rose to 19,000, and they gradually increased till 1879 when they got up to 28,000.

4767. (*Chairman.*) There being no ticket system then?—No, the ticket system was again tried in 1879 and there was a reduction, showing, I think, that the public, when they had some assurance that the man could get food, did not give.

4768. (*Mr. Davy.*) Can you say what the reduction was in 1879?—Well, I have not those figures with me, but I have seen the report of the chief constable in which he said that the number had been considerably reduced.

4769. There are other causes to consider; for instance, the Casual Poor Act was passed in 1882 enforcing two nights' detention?—Yes.

4770. Do you think there would be any advantage in having one body to deal with vagrancy in each county?—What do you mean by one body?

4771. Say the standing joint committee?—Well, I think it might have considerable disadvantages. You mean that you would put the casual wards under the standing joint committee?

4772. I do not say I would. I am asking you what you think of the proposal?—Well, I do not think I would be prepared to recommend it.

4773. On what ground?—Well, on several grounds, if I may mention them. First of all, because you would be mixing up two authorities—district authorities and county authorities. You have all the material at the workhouses now for dealing with casual tramps. You have great big kitchens, you have the regular inmates who are employed in the workhouse to cook the food, and, as far as the extra food that these men get is concerned, a few shillings a week would meet the cost. And the second cause is, if you put it on to the police you are putting it on to a very much over-loaded body; it would increase your police force very much; it would increase your police expenses. Another thing is that I do not think that a man, because he is poor, should come under the police at all unless he has committed a crime against the law of the land.

4774. Then you have administrative objections?—Yes.

4775. And you have the objection that you think that the vagrant is a man who ought not to be brought into touch with the police until he has committed a crime?—Yes.

4776. Would you say until he was an habitual?—Until he has committed a crime.

4777. You think then an habitual vagrant ought not to be under the police?—I think if a man commits the offence of vagrancy he has committed, I will not say a crime, but an offence against the laws and the regulations of the country, the same as a man that has committed an offence against the workhouse rules, and is brought before the magistrates for not doing his task.

4778. Do you think all habitual vagrants have been charged?—No, I wish we could get them all.

4779. Would not this be a way of getting them?—Yes, but I think it would be the wrong way of getting them all, if I may say so. If you ask my honest opinion—I must say my experience is limited, but I have taken a great deal of interest in the subject—I do not think the Act of 1882 has had a fair trial.

4780. You mean to say workhouse masters do not all enforce it?—I think you want a uniform system of dealing with vagrants throughout the country. I believe that under the Act of 1882 it is optional to give men gruel and

soup. Well, I can only say it is not done in Berkshire, *Major A. F. Poulton.* and I do not think it is done in a good many workhouses, and the extra cost is very little.

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4781. You know what happens if one union gives gruel and the other does not?—The tramps know which is the one that gives it. That is my point; make it uniform throughout the country; do not leave it voluntary, but make it compulsory.

4782. In all the 638 casual wards?—Quite so.

4783. Which vary in size and in their staff?—Yes, we do it in police work.

4784. There you have a county authority, have you not?—Yes, but we all work on a uniform system; we have a great number of different authorities.

4785. Would you advocate separate cells?—Yes, certainly.

4786. They are rather expensive to build, are they not?—Yes, but there is no doubt they are a great advantage.

4787. You know some unions are very poor; I do not know whether you have any in Berkshire, but some unions have only a rateable value of a few thousand pounds. Would you make them erect separate cells?—Well, I have no doubt there is a very great advantage in the separate cell system. I think you can classify these people so much better. I would be more inclined to put the *bona fide* working man, the really good man, in with the regular inmates, than with the regular casual ward inmates, so that he should not be contaminated by the professional tramp.

4788. (*Mr. Simpson.*) Is it possible, do you think, that uniformity throughout the workhouses of a county could be secured except by the action of one county authority?—I cannot see why a Local Government Board regulation should not be obeyed by every board of guardians in the country.

4789. You think it could be done by the Central Government?—I do not see why it should not be done so at all. As I say, I think the weakness is making it voluntary instead of compulsory. I mean what you want is that the tramp should know that wherever he goes he is treated in the same way.

4790. You sometimes have prisoners in custody in your police stations, do you not?—Yes.

4791. Have you any regulations as to the meals allowed them then?—Yes.

4792. What may a policeman charge for feeding a prisoner?—4d. a meal.

4793. 4d. for each meal?—For each meal: breakfast, dinner and supper.

4794. I suppose he will very often give a prisoner what he happens to have in the house?—Yes.

4795. Possibly, sometimes even meat—costing more than 4d.?—I should allow them 4d. Before I went to Berkshire they used to allow a halfpenny an hour for a prisoner's food; when I looked into it I found that a man came in late at night perhaps, and then did not get anything till the next morning, so I used to say, "I do not care when a man comes in, give him a meal if you think he wants a meal, and the county authority will allow you 4d. a meal."

4796. Has it occurred to you that the way-ticket system may tend to produce a class of tramp who would live by following the route set out in their ticket; they would get lodging and meals in the casual ward, in addition to a mid-day meal when tramping, and then have everything that they can raise by begging, or possibly by stealing, for luxuries, beer, tobacco, and so on; do you think there is danger of such a class being constituted?—I have no doubt you will get a regular class of these fellows, but the idea in my mind is that we ought to try to reduce them as much as possible. It is a necessary evil which we want to reduce. I think so long as you find the public will give to these people so long you will find these people about.

4797. But if the tramp kept to his route and received his mid-day meal, then every penny he got from the public would be so much to the good; he would be able to spend it on beer and tobacco?—Yes.

Major A. F. Poulton. 4798. Whereas at the present time he may have to spend some of it on his mid-day meal, for instance. Do you not think that in that way the way-ticket system might possibly increase the number of the regular tramps?—I do not think so myself; I think the more conditions you can put on a tramp and make him obey, the more likely you are to reduce the number of tramps; that is, as long as you treat him justly.

4799. Have you any sort of rules as to whom you prosecute for sleeping out; I suppose your men will not prosecute every one who is found sleeping in the open?—Yes; every one that we find sleeping out with no visible means of subsistence we bring up as a rule.

4800. Would he be prosecuted if he was not near any buildings or ricks where he might do harm, say if found out in the open downs?—Yes, we very often bring them before the magistrates. The magistrates very often let them off if they promise to leave the town. We get incalculable mischief done by these fellows sleeping in a hay stack.

4801. Heath fires, etc., are very often caused by these people?—Yes, very often, but, of course, they are also caused by mischievous boys playing with matches.

4802. You have not so many commons as some other counties?—We have a certain number; for instance, Mortimer common, Cookham common and Greenham common.

4803. Your constables are not appointed inspectors of common lodging-houses, I think?—No.

4804. The inspection is done by people appointed by the local authority expressly for that purpose?—Sometimes, and sometimes it is not done at all.

4805. Well, if it is done by someone else, does it not strike you that it is rather duplicating the work; your men have to go into the common lodging-houses, I suppose?—Not exactly. I do not look on an inspector of common lodging-houses as a policeman at all. We go in there if we have had some thefts, to make inquiries, and very often we get some information from it, but I do not think there is any necessity for an inspector of common lodging-houses being a policeman, any more than a workhouse master or a casual ward superintendent.

4806. But to inspect a common lodging-house does not require very high technical qualifications?—Oh, no.

4807. You want to see that it is clean and not overcrowded?—That is all you want to see really; the sanitary officer could do it, and does do it, I believe, in several places.

4808. Is there any reason why the police officer in the ordinary course of his duties could not do all the inspection that was necessary?—I do not think there is any reason except that there seems too much tendency now whenever there is doubt about any work to let the police do it. Take the Contagious Diseases (Animals) Act; they thought it was a little matter, and they put into the Act that the police shall enforce the Act. There is a great deal of duty cast on the police by that Act, and you are taking the police away from the work that they were originally appointed for. Take a London constable; what does he do outside his ordinary duty?

4809. But a London constable has to regulate the traffic, say in Piccadilly, which is rather different from anything that your men may have to do?—You have got a great many more men. The London policeman does legitimate police duties. In the country, on the policeman you put every conceivable thing.

4810. Of course, the further you go back the more you find the constable had to do all sorts of duties, besides arresting criminals?—I think you should not put too much on him, otherwise you break the camel's back.

4811. At the present time, do you not think when a policeman is going his round in his district, he can do his work really better if he has a good many things to give his attention to?—Yes, but do not take him too much away from his work. Remember, these men are three or four miles apart in the country; it is not like in a town, where the constable can look round the corner and see another policeman.

4812. What other extra duties have your men to do besides those under the Contagious Diseases (Animals) Act?—They perform duties under the Explosives Act.

4813. Are any of them relieving officers?—Yes, assistant relieving officers; I attribute great value to that.

4814. Of course, that does not take them off their beats?—That is in towns chiefly, close to the workhouses; they have got a printed book and they give a ticket to the vagrants and send them up to the workhouse. When robberies have been committed, or anything of that kind, and there comes into the police office a description of a man, very often a police officer is able to say, "I have just relieved that man and sent him to the workhouse."

4815. Are your men inspectors under the Petroleum Act?—No, the Petroleum Act is relegated to the local authorities.

4816. And they do not appoint police officers for the purpose?—No; the work used to be done by the police, but the local authorities do it now.

4817. And you think that at the present time your men have as much of these extra duties as they can reasonably perform?—I think so, certainly.

4818. You have a good number of gipsies in Berkshire, have you not?—Well, we are running them out very fast by means of the sanitary conditions which are being imposed upon them.

4819. (*Mr. Davy.*) You have bye-laws dealing with them?—Yes, in different places. That is doing more good than anything.

4820. The gipsies are a distinct nuisance?—Certainly.

4821. (*Mr. Simpson.*) You will be glad to be rid of them?—Yes, I think so on the whole. The chief trouble about a gipsy is that he breaks down people's fences and cuts the trees; at Ascot we have nearly run them out altogether.

4822. They form quite a distinct class?—Yes; but I think they are dying out a good deal.

4823. (*Sir William Chance.*) You referred to there being certain main lines of route through Berkshire to different parts of the country. Now take first the main road to Bath through Swindon; could you tell me the unions on that road?—Starting from Reading, the first union is Bradfield.

4824. Now, is the Bradfield workhouse on the main road?—No, it is off it. The next union is Newbury.

4825. Is the workhouse there on the main road?—It is close to the town, which is really on the main road. The next union is Hungerford; that is actually on the main road.

4826. On the main road to Oxford you go through Wallingford?—Yes; that is a very important place, because you get men there coming not only from Reading and from Oxford, but also from the different roads in Oxfordshire. Wallingford is on the border of Berkshire and Oxfordshire.

4827. Is the workhouse on the main road?—No, it is a little off the main road. Then you come to Abingdon, where the workhouse is a good way from the main route. But the chances are that a man going to Oxford would not touch Abingdon; he would go right on to Oxford; it is only twelve or fourteen miles from Wallingford.

4828. Now, going towards London from Reading, one route lies through the Wokingham, Easthampstead, and Windsor unions?—Yes, the Easthampstead workhouse is a little off the road, but it is so close to Wokingham that it is not very much used. Windsor is off the route.

4829. (*Mr. Davy.*) Is not your county peculiar in that the river is the county boundary, and many of the unions are partly in two counties?—Yes, some of the parishes are on the other side of the river.

4830. (*Sir William Chance.*) There are two other unions, Wantage and Faringdon. Are they on the main road?—Wantage is on the main road, but Faringdon is right away. Some of the tramps, however, branch off from Swindon to Faringdon, and from Faringdon across to Abingdon and get across to Oxford in that way.

4831. With regard to the table of vagrancy in your report, I want to compare the figures for 1898 with last year, 1904. I take 1898, because it is the year previous to the war, when there was a great decrease. In all the unions, except three, there has been a considerable increase in the number of vagrants?—Yes.

4832. The three unions are Wokingham (where the numbers are very small), Wantage and Old Windsor. In Wantage there was a very large decrease, 4,755 to 2,376, and in Old Windsor there was an equally remarkable decrease, 6,286 to 3,792?—Yes.

4833. I notice from returns which we have obtained that these three unions where there has been a decrease are the only ones in the county where the separate cell system is largely employed?—Yes.

4834. As regards Wantage and Old Windsor, can you say when the separate cell system was established?—The separate cells were, I understand, adopted in those places in 1898 or 1899.

4835. In both of these unions there has been a great decrease of vagrancy since 1898. That seems to show clearly the effect of the separate cell system?—Yes. Perhaps I may add that these tramps are funny fellows in the way they take different routes. There is tremendous freemasonry between them, and they follow each other like sheep on lines. Sometimes they take one route, and sometimes another; it just depends on which route they get most charity, or so-called charity, from the public.

4836. Another point I wished to draw attention to was that the workhouses which lie off the main road, are not much frequented by vagrants. An instance of that is Bradfield?—That is so. Another case is Abingdon, where you have a town of over 6,000 people, with only 664 tramps relieved during the year, showing that they are off the road.

4837. As regards the question of uniformity, you think that it is as possible to secure uniformity in the treatment of the casual poor as in the treatment of criminals?—I do not see any reason myself why it should not be.

4838. Is it not the fact that the prison system is entirely worked by officials, while the poor law is worked by popularly elected authorities?—Yes.

4839. Do you think that if you had crime dealt with by a popularly elected body you would be able to get uniformity?—No, but I cannot see why the officials should not lay down regulations which the elected bodies must conform to.

4840. And how are you going to force a popularly elected authority to carry out what the Local Government Board say; it has been tried you know in the case of vaccination?—Yes, I know.

4841. It would be a very difficult matter for the Local Government Board?—But you give a loophole now; you say they may or may not have certain food; if you say they must have certain things, it would be easy.

4842. Supposing the guardians refused, what are you to do?—Well, grants are made to poor law authorities by the county. I cannot see why the guardians should not be made to conform to certain things as a condition of receiving the grant; we have to conform to certain things.

4843. You must admit there is a difference between a system worked by officials and a system worked by popularly elected authorities?—Yes.

4844. Do you think that it might be possible to work that part of the poor law relating to vagrancy under a system of officials; to take it out of the hands of the guardians altogether and put it under officials who would have to carry out the law or be dismissed; do you think uniformity could be secured in that way?—I am hardly entitled to express an opinion on that point, but I think you would have constant friction between these two different authorities.

4845. Do the police in your county take action under the Industrial Schools Act, 1863, in regard to vagrant children?—Yes, where it is likely that the magistrates will send them to the schools. We do not bring them up unless there has been some offence.

4846. You do not take the children simply because they are with vagrants on the road?—No.

4847. What system was formerly adopted in your county as regards giving food to vagrants?—I must say I am not altogether in favour of the system. There was a charity fund in the county, and out of it the police were empowered to give a mid-day meal of eight ounces of bread to men with a ticket. Well, to a certain extent I

quite agree with that in regard to men who were passing through towns, but in the villages it is rather different. and I understand that in many cases the police officer was rather disinclined to be away from his home and leave his wife to deal with the hungry tramp who called; they did not like to see these fellows about, and that is exactly what the cottage people near the road now feel. They give to these fellows from fear more than anything else; and my idea is that we should, by way-tickets, confine the tramps to the main roads as far as possible. That is what I meant when I said that I did not altogether agree. I do agree with these fellows getting the food, but I say, if possible, we should confine them to the main roads and not allow them to go into the lonely country roads where they are more likely to commit crime. They are not so likely to commit crime in towns and places where they are spotted and seen, as they are in lonely country routes where they break into a house when, say, the people are out at work in the fields. We get a great deal of larceny from these fellows in connection with cottages which are left for the time being.

4848. (Dr. Downes.) You spoke of the supervision of common lodging-houses as being a desirable thing; do you mean by the police or by the sanitary authority?—I mean by both.

4849. Do your officers visit the common lodging-houses?—Yes.

4850. Do they make reports to you?—Yes, they report to me if they see anything particularly wrong, and if they do, I try to bring it to the notice of the authorities.

4851. You are speaking of the sanitary side. But do you visit them with the view to finding men who are wanted?—Oh, yes, every day.

4852. And do you visit the casual wards also?—Yes, if there is any reason to go there, but we do not make a regular habit of visiting the wards.

4853. You attach importance, I think, to the police being in touch with the vagrant population?—Yes.

4854. You think the police should be acquainted with their movements?—Yes, certainly.

4855. Both in the casual ward and in the common lodging-house there may be men who are wanted by the police?—Quite so.

4856. And I think you said there was a good deal of mischief done by the people who slept out and the vagrant population generally?—Yes, certainly.

4857. Would it meet the administrative difficulties which you foresaw in regard to the standing joint committee having control, if the powers of a constable were given in some cases to the master of the workhouse where he remained in charge of the casual wards?—As I say, I think the less you mix up different authorities the better; it always gives rise to friction.

4858. How then would you deal with the existing state of affairs?—I believe with a very little improvement in the treatment of the vagrant and the establishment of labour colonies for the habitual with some system of identification, you would not go very far wrong, as long as you level the diet up to that of the prison. If the Act had a fair trial and there was a uniform system throughout the country, I cannot help thinking that a great deal of good might be done with the present officials without taking the work away from them.

4859. With the exception of the suggestion as to grants, I do not think you have given us any idea as to how this object is to be obtained?—Well, my system is to have a way-ticket; to give the same food throughout the different unions, so that a man should not have a preference for one union in place of another as now; to have the work, so far as possible, on similar lines, and to have similar detention. Now, I will take an instance: at Reading, which is a big town with nearly 80,000 inhabitants, I understand that the guardians will not let the casuals do any work. Well, what is the result? They used to have 300 tramps a week there, and now they have 400.

4860. I quite agree as to the desirability of uniformity, but what I want to know is how are the Local Government Board under the existing condition of things to enforce it?—Well, I am afraid I am not the legislature;

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Major A. F. I am only saying what I should like to see and like to
Poulton. do.

11 April 1905. 4861. (*Captain Showers.*) I see by your returns that the number of tramps apprehended for misconduct in workhouses has increased enormously; they go up from 84 in 1899 to 186 in 1904?—I will give you also the figures for 1897 and 1898 to agree with my tramp return. In 1897 when the number of tramps was 37,000 there were 75 cases of misconduct in workhouses and 83 cases of drunkenness; and in 1898 there were 77 cases of misconduct in workhouses and 62 cases of drunkenness; so that comparing 1897 with 1904, you see there is a very great increase in cases of misconduct in workhouses, although the number of tramps was about the same.

4862. Do you know of any special reason for that increase?—The reason I think is this: there is a tremendous freemasonry between these people, and they are beginning to find out that they are better cared for in the prison than in the workhouse. If that once gets known amongst these fellows your prisons will be filled by them. I will tell you a case we had the other day. Three men came to the police and said, "Lock us up; we have just taken this out of a shop." They went before the magistrates, and the magistrates said, "Do you wish us to deal with you?" "No, we want to go to prison; quarter sessions are in three weeks." They knew when quarter sessions were coming on, and they knew that quarter sessions would not give them very much. These fellows are as clever as monkeys.

4863. As regards the finger print system, you would have the marks taken in the country sent up to London; you would not have a separate system for counties?—No, you must have a system for the whole country, and it should be under a regular expert in London; Scotland Yard now issue an illustrated circular showing all the different criminals with their photographs and their histories. It is of very great assistance to us. Why could we not have that done in the case of incorrigible rogues, that is to say, men who have been three times committed under the Vagrancy Act. If we had that we should know an incorrigible rogue when he came into the county. It might give a great deal of trouble at first.

MR. BALDWIN FLEMING, General Inspector of the Local Government Board, called; and Examined

Mr. Baldwin Fleming. 4872. (*Chairman.*) You are a General Inspector of the Local Government Board?—Yes.

11 April 1905. 4873. Your district, I think, comprises Hampshire, Dorsetshire, and Wiltshire?—I have not got the whole of Wiltshire; there are two unions not in my district; I have fifteen out of the seventeen unions in Wiltshire; Swindon and Cricklade are not in my district; with these exceptions I have the whole of the county. I have the whole of Dorsetshire, the whole of Hampshire, and the one corner of Surrey which includes the Farnham union.

4874. You have no part of Gloucestershire?—No.

4875. You have had considerable experience, no doubt, in regard to casual paupers?—I think so; during a great number of years.

4876. We have had a good deal of evidence with regard to the existing way-ticket system in Gloucestershire and Wiltshire, and many witnesses have been in favour of some sort of way-ticket system being made general all over England; now what is your view?—It is a point upon which I hesitate to express a confident opinion because I am extremely doubtful whether you can get it generally used, and I do not see what is to happen if you attempt to enforce it, and it is not used. In my three counties there are three different systems at work, or rather in two there are systems while in one there is no system. In Dorset the mendicity society arranges for bread tickets. In Hampshire at the present time we have no system of either way or bread tickets. In Wiltshire they have way-tickets, which include bread tickets. So that in Dorsetshire there is bread only, in Wiltshire there is way-ticket and bread, and in Hampshire there is neither. But I think it may interest the Committee to know that Hampshire was probably, so

4864. It would make the system very much larger than at present?—These fellows will not face the finger prints now. In Berkshire there is more racing than anywhere in England, and they are going to start another racecourse at Newbury. We want to establish the identity of these fellows. Two men came to Ascot last year; they will never come again; their finger prints were taken; they said they had never been up before, but next morning their histories came down. "Six months" is what the magistrates said.

4865. With regard to the question of the police taking over the casual wards, would there not be difficulty as to the female tramps; you could hardly require that the policeman's wife should look after these women?—No, I do not think you could do that at all.

4866. You think that the handing over of the wards to the police would give them too much work?—I will not say that I would have any objection to an old police officer being appointed superintendent of a casual ward, after he has finished his police duties. Lots of police officers leave the force now in the prime of life and take their pension. He would probably be a very valuable man; but I would not appoint as superintendent the active police officer who has quite enough to do now.

4867. (*Chairman.*) You mentioned that tramps go to cottages and frighten people into giving?—Yes, they exercise a sort of terror. They will not go until they get something. They say they are starving.

4868. We were told that in the north there have been a great number of these cases lately; have you had many cases of men using threats in demanding food?—Yes, we have had a great many complaints from cottage people.

4869. Is that sort of thing on the increase?—I think with vagrancy it is on the increase.

4870. Well now, if a man were compelled to take out a way-ticket that manifestly might be a check on offences of that sort?—Yes.

4871. The way-ticket would contain his description, and in any case of complaint of begging might be a very good means of identification?—It would be a most valuable thing for us.

far as I can find, the first county that did start both a way-ticket system and a bread system. In 1870 a committee was appointed for the county; they presented their first report to quarter sessions in 1871. It was signed, and, I believe, drawn up by the late Lord Carnarvon, who took a very great interest in the question.

4877. That was a committee to consider the question of vagrancy in Hampshire?—Yes, it was a strong committee; Lord Carnarvon was chairman, and it included Lord Eversley, The Right Hon. Wm. Francis Cowper Temple, M.P., Sir Henry Percy Gordon, Sir H. St. John Mildmay, Sir Nelson Rycroft, George Solater Booth, Esq., M.P. (afterwards Lord Basing), and various other leading men in the county.

4878. It was a committee of quarter sessions?—Yes. They recommended practically that the way-ticket system and the bread ticket system should be introduced.

4879. Was the system the same as that now in force in Gloucestershire; there, as no doubt you are aware, the way-ticket contains a provision for the mid-day meal of bread?—Yes, that was the Hampshire system. The system was that when a man applied at the workhouse, in the morning after he had done his task the master should issue to him a way-ticket in the form which they prescribed, and on the presentation of this pass at the next workhouse, and it being made clear that the prescribed journey had been performed, the master of the next workhouse should give the applicant the same privileges—that is, only a short labour task—as in the previous union. The committee proposed the provision of the wayfarer's mid-day meal, and stated that they were aware that in this they were "recommending a new, and it may be thought by some an over indulgent mode of treatment"; but they proposed that such

provision should apply only to the wayfarer, that it should be granted only in consideration of a full day's journey; and they thought that it was important, if not actually necessary, in order to maintain the distinction between him and the criminal tramp, and that if only it could be made generally known, it ought to put a stop to the "unfortunate practice of indiscriminate almsgiving in the county." Well, they worked the system, and in 1872, they report that out of 415 passes which had been issued, only 120 had been given up leaving 295 unaccounted for. And that is my difficulty.

4880. Well, that would imply that the men who had received those passes did not complete the journey?—Quite so; possibly that they threw them over the hedge directly they got outside the workhouse. The committee state that they would "not undertake to assign with certainty the causes of this. That there have been special difficulties incident to the commencement of a new system is probable; that errors have likewise been made in some unions in the issue, the filling up, and the recall of the passes is certain, and that there has been fraud on the part of the vagrant is equally clear." In 1868 the late Sir John Lambert, when he was one of the Poor Law Inspectors, delivered a lecture on "Vagrancy Laws and Vagrants" at Salisbury, and he referred there to a suggested ticket system and he expressed himself in somewhat strong terms against the introduction of such a system, and I must say that I think his arguments are very weighty. For instance, he says "Let us suppose, however, that vagrants who can give no account of themselves, or who make false statements as to their antecedents, are committed wholesale to gaol. We have next to consider how they are to be dealt with when their term of imprisonment is over. Are we to give them passes, as if they were honest labourers in search of work; or are we to turn them adrift to continue their career of vagrancy, and when they reach the next police station to be sent to prison again?" Unless the way-ticket system, if it be not enforced, have some penalty attaching to the failure to comply with its requirements, one does not quite see how it is to cover the ground that it is desired to cover. That is my great difficulty. It is said that there are some 30,000 vagrants; I do not know whether any correct estimate of the number of vagrants in England is to be obtained. Those that come under the Poor Law, I believe, do not exceed between 6,000 and 7,000 individuals so far as we know, but it is estimated that besides these there is a very large number roaming about the country, and that probably there may be somewhere between 20,000 and 30,000. Well, would it be possible to apply any way-ticket system to all of them, or would the system be merely confined to those who come within the purview of the Poor Law?

4881. The Gloucestershire system is limited to persons who use the casual wards. It has been suggested to us that the ticket should be issued to show the place to which the man is going, the route he will follow, and where he may get a mid-day meal. If the man does not arrive at his stated destination, that would be *prima facie* evidence against him that he is not *bona fide* in search of work?—Well now, what would be the practical result of that? The man gets his ticket at "A;" if he does not turn up at "B" (the place to which he says he is going) nobody will know what has happened; unless he goes back to "A," there will be no means of identifying him.

4882. Unless you have at the various casual wards descriptions of these men?—They change their names very constantly; you cannot identify by name; it is extremely difficult to identify a casual. Whether you could do it by a thumb print or not, I cannot say.

4883. Finger prints have been suggested to us as a means of identification?—Yes, but I doubt the expediency of the way-ticket from another point of view. Suppose an honest man enters the county, say Wiltshire. When he gets to his first workhouse in that county he is to say where he is to go in Wiltshire or beyond Wiltshire, and if he is going to a town in Wiltshire they give him his route to that town; if he is going beyond Wiltshire, they give him his route through to the point nearest to the county into which he wishes to go. But supposing that he be an artifice of any kind who is looking for work, how does he know when he gets to the first workhouse in Wiltshire where he is going to find the work that he

wants? It is only by enquiring about him in the county, that he can find out where there is a market for his labour.

4884. It has been suggested to us that there should be some system by which, at the various casual wards or the police stations, information should be furnished as to where work was available. If you could combine this with the way-ticket system, the man would have some good chance of getting to the work he wanted?—I think it is probable that the way-ticket system would have a certain amount of beneficial result; it might help those who really wanted to be helped.

4885. You think it would be some advantage?—But my own experience is that they are so very few that it is hardly worth while trying to institute a system for their benefit only. I think they get what they want as a rule by other means altogether than any county way-ticket system. To begin with, any man who belongs to a trade union or a trade society does not go on the road at all. In the enormous majority of cases he does not work until the very day when his work is exhausted, without knowing that his work is going to cease, and that he must look for it elsewhere, and through his trade society or union he generally is able to command sufficient funds to get from place to place. It pays him very much better to buy a third class ticket on the railway than it does to waste a week in tramping. The class that you have to deal with *qua* vagrant, who really are looking for work and who wish to get it, are, I believe, extremely few. I should be only too delighted to help them in any way one could.

4886. There is another aspect of the question. At present, a man is turned out of the workhouse to walk, we will say, twelve or fifteen miles; he has no visible means of subsistence, he has no food given him when he leaves the workhouse and he has no money in his pocket to buy food. If he begs anywhere he commits a criminal offence. What is that man to do; surely it is contrary to human nature that a man should not ask for food from somebody on the way, whereas if you give him a way-ticket which provides for a meal of bread you prevent the necessity of his begging?—Of course, I thoroughly agree with every word you have said, but I doubt whether the way-ticket would help very much to provide any sort of remedy. The bread ticket I thoroughly agree with. I do not at all agree with giving him bread or a meal before he leaves the workhouse to carry with him, because I do not think you have any guarantee that he will use it for the purpose for which it is intended. But I think, quite apart from the interest of the individual himself, that it is extremely good that he should have the means of obtaining what may be described as the mid-day meal, because it will take away the excuse of starvation as the plea for begging. I think I am not far wrong in saying that a great many of those who apply for the bread meal in Wiltshire do not use the bread. Many police constables could tell you that they have found the bread chucked over the hedge after it has been taken by the vagrant; but it would be a very great thing to do anything which could induce the public not to give the indiscriminate alms upon which the vagrants are now able to live. And you know it is a curious thing that if you want the origin of a way-ticket system you must go very far back. In the Statute of Labourers in the 14th century, there was practically the beginning of the way-ticket system, and in Richard II.'s time there was a definite way-ticket system. In the lecture I referred to, Sir John Lambert said: "One of the obvious defects in the Statute of Labourers is that if a man went to a distance, and was employed there, his master had no means of knowing whether he was a fugitive or not; and accordingly the Statute of the 12th of Richard II. enacted that no labourer should depart from the hundred where he was living without taking with him a license under the King's seal, which for this intent was to be assigned and kept by some good man of the hundred; and all persons were prohibited from hiring a labourer who had no such license. Moreover, able-bodied beggars were absolutely forbidden to beg; and beggars 'impotent to serve' were required to abide in the town where they were then dwelling. But if the people of such towns would not or could not support them, then they were to draw themselves to other towns within the hundred, or to the places where they were born, and there to abide for the rest of their lives." There you have the first introduction that I know of a way-ticket

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system. That goes back to the 14th century. Well, I do not think it did much good in those days and so far as my knowledge of the way-ticket system goes it has never been satisfactory in its working hitherto. It is perfectly true that it has never been generally tried throughout the country.

4887. It would be more likely to succeed if it were universal?—Yes, its general application might make it much more effective than it has hitherto been. It has never been carried out systematically and applied over large areas or under a uniform authority, and it is very difficult to argue from what has been done what might be, if the system were introduced under more favourable circumstances. But the great difficulty undoubtedly is the indiscriminate alms which are given by the public, and some of you may remember a poem, which in its day attracted some attention, by the late Lord Houghton, when he was Mr. Monckton Milnes, a poem entitled "Almsgiving," which you will find in the collection of his poems, and in which he puts in a most moving manner how one is inclined, notwithstanding all the political economy to the contrary, to give when one is asked to give. There is a great deal of more or less influential literature in the same direction, and there is no doubt when we are appealed to by wretched, miserable-looking objects we are very much inclined to think that we would avoid inflicting cruelty upon them and risk giving to worthless individuals; and I think there is no doubt that our forefathers felt the same thing. I believe in that Statute of Labourers, or in one of the statutes about the same time, it was actually made penal to give to beggars; the offence was put upon the giver and not upon the receiver.

4888. If you had a way-ticket of general application, I suppose you would have it worked mainly through the medium of the police?—I think that must be so; in fact, to a very great extent that is so now; in practically the whole of my district, police have been appointed for the relief of vagrants.

4889. A policeman is appointed assistant relieving officer?—Yes, or is the officer to whom a vagrant is to apply for a ticket. Of course, that does not relieve the relieving officer himself, if application is made to him, but the police are appointed assistant relieving officers for vagrants.

4890. You are strongly in favour of the police being appointed assistant relieving officers?—Oh, certainly.

4891. That has been recommended generally?—I do not see who else is to do it. It is not that I want the police brought into contact with destitution as apart from crime at all; and I do not know that the police care very much to have the work put upon them, but at the same time I do not see who else is to do it.

4892. Of course, the police have to watch the roads, and these men being almost always on the road, naturally come into contact with the police?—But a way-ticket system, if I may summarise what I have been saying, only appears to me likely to produce a certain amount of good. I do not think for a moment that it will solve the problem as to the treatment of vagrancy, and I think that probably it will be found in working to affect only a very small proportion of the vagrants.

4893. There is a very large number of vagrants who do not come into the casual wards, and who consequently would not have the way-ticket?—Yes, and many of those who do come into the casual wards will not bother to get the way-tickets, and if they have them will not stick to them, if they find it inconvenient to follow the route mentioned on the ticket.

4894. Supposing it were made compulsory that every man who leaves the casual ward in the morning should have a way-ticket supplied to him, and if he did not show that way-ticket it should be an offence?—I do not think you could make it an offence for which you could prosecute him; if you did, you would in a very short time have the gaols full.

4895. I do not say I should put the man in prison; but suppose the conviction was registered against him, and he was punished after two or three convictions?—But there would be a difficulty in ascertaining the previous convictions.

4896. The books of the casual ward could contain

some record of the man?—It would be on the books of "A" that a ticket was given to him, but they would know nothing further, and "B" would not know anything about the man unless he turned up there.

4897. But his description could be registered both at "A" and "B"?—Yes, you would have to communicate to "B" a list of those who had been sent on to "B," and then if they did not turn up a note would be made to that effect. That might have a certain amount of value; but it would be extremely difficult to make use of it as attaching to the individual.

4898. The scheme requires a good deal of consideration?—What I am looking at is this, supposing the system were introduced, and it was very largely disregarded, there would be considerable difficulty. You see, you are dependent upon so many people and there may be attempts by boards of guardians to make the thing a dead letter; and in fact they have done so to a very great extent in Wiltshire.

4899. Of course, that is a point against the scheme?—There are not only the guardians, but their officers. Now, for instance, there are over seventy workhouses in England where there is only one male officer. Well, supposing seven or eight sturdy vagabonds turned up there; it stands to reason that they would do as they liked; and I have known a case in one of my unions where the vagrants always got on swimmingly with the master; that master went away, and he was succeeded by another master, and the moment the second master came there were endless difficulties with the vagrants. The guardians said, "How is this? We never had any bother with vagrants under the old master. Why should we have all this trouble with vagrants under the new master?" It was simply because the old master let the vagrants do as they liked, and the other tried to enforce the law. But what are you to do when you have one male officer only and a considerable number of men turn up; is it to be supposed that they can be bathed; is it to be supposed that he can make them work as he wants them to work; where you have got separate cells you have got a better chance of doing something, but where you have an associated ward they are practically masters of the situation. Of course, the masters will not own that they are beaten; but, as a matter of fact, when there is one master against a dozen sturdy vagrants, one knows who is master of the situation. Well then, again, where there are no lodging-houses, what is to happen? There are a great many places where there are no lodging-houses at all. There are a number of such places in my own district: for instance, in Dorset there are no lodging-houses in the following towns: Beaminster, Bridport, Cerne, Dorchester, Sherborne, and Sturminster; in Hants there are no lodging-houses in Alresford, Catherington, Droxford, Fordingbridge, Hursley, Kingsclere, New Forest, Petersfield, Ringwood, South Stoneham, and Stockbridge; in Wiltshire there are no lodging-houses in Amesbury, Marlboro', Mere, Pewsey, Tisbury, Westbury, and Wilton. Well, if a man who has money to pay for his lodging goes to one of those places and cannot get lodgings, he is obliged to go to the workhouse. It is no fault of his.

4900. Well, then, at any rate, he comes under the control of the guardians?—Yes; but I mean he may be a perfectly honest and good workman, and a man whom one wants to encourage from every point of view and help on his way.

4901. But surely the way-ticket does that?—He would not have a way-ticket; he would apply for relief without his way-ticket in the middle of a county, and then he would be penalised.

4902. But if you had a general way-ticket system, would he not have a way-ticket before starting?—No, because he would not have been at any workhouse, as he was able to pay his way as he went along; it is only when he finds himself at a place where there is no lodging-house that he has to go to the workhouse. I have no doubt there are other counties in the same position; I only mention it as a difficulty which appears to me to deserve consideration.

4903. You have already told us that there is a very great lack of uniformity in casual wards?—Yes.

4904. There are a great number of casual wards where there are no separate cells?—Yes.

4905. I suppose you would agree that it is very desirable that there should be separate cells in all?—I think that is one point upon which one is really very clear because that has a two-fold benefit; it is extremely distasteful to the professional tramp, and it does offer a respectable lodging to the decent wayfarer, so that in the interests of both classes it is a thing to be encouraged. The difficulty about that is with regard to Sundays, and with regard to working; unless you have separate working cells as well as separate sleeping cells, you do not keep the men entirely separate. I believe that some justices have held that it is not fair to keep a man in solitary confinement if he happens to be detained for four days. If he is there on Sunday, at some places it is possible that he might be kept even for five days. Where a man has refused to work under those conditions, justices have refused to convict. They say it is not fair; nobody has any right to keep a man in solitary confinement for four or five days when he merely goes to ask for the relief of destitution; therefore, the separate system is not so easy to work in practice as it is beneficial in theory.

4906. Another reason, I suppose, why there are so many places where there is a deficiency in cells is because the guardians do not like to incur the heavy expense of providing this accommodation?—No doubt that is so. You have, I know, obtained a very careful return, showing what number of unions have separate cells. Some of the cells are very good and some are very imperfect, but still they do give separate accommodation and decent accommodation, which is the point of view from which I should chiefly recommend them.

4907. Of course, if it were thought to be necessary and desirable that there should be separate cell accommodation everywhere, it might easily be worked by a grant from public funds or from the county to the poorer boards of guardians, who in fairness ought not to be called upon to pay the cost themselves?—I have no doubt whatever in my own mind as to the advisability of the separate cells; I am perfectly clear about that; and, further, I think they ought to be put up at a very much cheaper rate than that at which they have hitherto been constructed. I think the requirements of the Local Government Board, guided chiefly by their Architectural Department—I do not say that it is so now, but certainly it has been in the past; I say it with all respect to the Board—have been very very far in excess of what I should have considered the necessary expenditure for the desired accommodation.

4908. Then, you are strongly in favour of the system obtaining generally?—Oh, certainly; and, what is more, I do not myself see the hardship of making the cell system complete separation whilst the vagrant remains in the workhouse; I think it is very much better that it should be so, even if the period of detention is shortened for the purpose, than that they should be allowed to get together while they are in the workhouse. With regard to Sunday I do see some difficulty, but I do not think it is an insuperable difficulty. There are several unions where the guardians have arranged either that there shall be special services for the vagrants, or that the vagrants shall be admitted into the service in the workhouse chapel, a special portion of the chapel being reserved for them. I think any vagrant who wants to attend service on Sunday should be given the opportunity of doing so; I think if that were done, it would probably remove a great deal of public prejudice against the complete separation whilst the vagrants are in the workhouse.

4909. With regard to sentences by the magistrates for poor law offences, for sleeping out, etc., do you see any practical utility in sentences of three, or five days?—No, sir, they are absolutely ridiculous. Within the last three or four months I have cut out paragraphs that have come under my observation in the newspapers as to sentences which have been inflicted. I find that it is by no means uncommon—I have got a list of instances here—for men charged with begging to be discharged on promising to leave the town. “Discharged the prisoner on his promising to leave the town at once.” Here is another, “Discharged her on condition that she quitted the city within an hour, failing which the police were again to arrest her and she would be severely dealt with.” Well, those are discharges on promising to leave the town. Then there is a series of one day imprisonments.

4910. Probably the first sentence was the more sensible of the two?—Yes; and here is a case where the one day imprisonment is actually complicated by a 2s. 6d. fine or one day; and the newspaper report says “the alternative was accepted and the prisoner was therefore discharged on the rising of the court.” There appears to be no sort of system; you get from the “discharged on condition of leaving the town immediately,” to the “2s. 6d. or the one day,” or “the one day” without the 2s. 6d.; then you get a three days’ imprisonment or 16s. 6d. That was 2s. 6d. fine and 14s. costs.

4911. In that case no doubt the man had been brought a considerable distance by a policeman. That would account for the 14s. costs?—Yes, very possibly.

4912. And if he were sent to prison, that would probably cost the county at least £1?—That is the point I was going to put to you.

4913. (Mr. Davy.) And would probably bring the vagrant nearer to where he wanted to go?—Yes. Then there was another case of a man sentenced to four days’ hard labour. Mind, these are only from newspaper reports; I only give them for what they are worth. Another, where the man was fined 9s. 6d. including costs or five days’ hard labour, and then you get to the very ordinary penalty of seven days’ hard labour. Well, when Lord Carnarvon started in 1871 the committee to which I have already referred, one of the conditions that they tried to obtain was that all the magistrates should agree to fourteen days as a minimum sentence, and they failed. They produced a very considerable amount of success, but by no means uniform success, even with the influence that that committee was able to bring to bear. At the recent Hampshire assizes Admiral Field, speaking with regard to vagrancy in the county, is reported to have strongly advocated uniformity of sentence, and that not less than fourteen days should be given. He pointed out that seven days only meant four days work: the day of admission, the day of discharge, and the Sunday not counting. The one day sentence does not really do much harm because the man is kept in the court and is discharged when the court rises. But a three days’ man is actually sent to prison for one day; whether he does any work there or not, I do not know, and he is discharged on the next day. That means that a constable must actually be taken off duty to accompany him to the prison, and must return to his station after having delivered the man at the prison.

4914. Yes; it frequently costs £1 at least?—There is not only the loss to the county of the money that is spent, but the constable is withdrawn from his duty for certainly a considerable part of one day and possibly for more. I speak with all respect and deference as regards the magistrates in the different parts of the country, but I think that the cases that I have mentioned, assuming them to be correctly reported, do show a most unfortunate lack of uniformity, and that the present practice amounts to something very nearly approaching to the ridiculous in the discharge of the law in that particular direction.

4915. Well, then, what would you say to the suggestion that a man, instead of being sent to prison, should have the conviction recorded against him, and that after, we will say, the third conviction, or something of that sort, he should be sent to prison for really a substantial term of imprisonment?—I think that that probably might be a solution of the difficulty. But this is subject to other considerations, which I should like to advert to later on, because there are a great many of these cases that I do not think ought to be prosecuted at all; I mean miserable people who ought to be otherwise disposed of and not sent to prison.

4916. Do you mean cases of sleeping out?—No, I mean cases in which from physical incapacity or other causes it is evident that the man cannot work, will not work, and never will be able to work.

4917. He ought rather to be dealt with in an infirmary?—He ought to be sent to some other institution than the prison and detained there. But if you will permit me, I will refer to that later on. Of course, uniformity of treatment in the casual wards as they exist to-day, you will never obtain under the present régime; the thing is absolutely impracticable even if it were desirable, but looking to the enormous variation of

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the situation and the character of the individuals who apply for relief, you cannot apply any uniform treatment. The proportion of vagrants who are over sixty is very large. I got out a return in which I endeavoured to trace the ages of vagrants twenty years ago and now. That was in 1884 and 1904. I am sorry to say that the records for 1884 were very imperfect, and in a great many unions I could not get them, so that I had to get the nearest year I could to 1884. Some of them were as late as 1898, 1894 and 1890. But taking them for what they are worth, spread over the nearest years that they could get to 1884, they show that the numbers of vagrants have increased largely, but that the numbers of those of considerable age have increased very much more. For instance, in the earlier years during the whole month of October there were 47 men and 8 women who were over seventy in the vagrant wards in my district. Now, in October of last year, there were 147 men and 25 women who were over seventy. Well, then, if you take them between sixty and seventy—twenty years ago or thereabouts there were 530 men and 53 women. Last year there were 1,764 men and 131 women. That seems to show that a considerable number more of elderly people are roaming about the country and using the vagrant wards, than used to be the case.

4918. Would not that also rather suggest that these people are better looked after now, and so their lives are prolonged?—I think that to a very great extent it is probably owing to the influence of the Employers' Liability Act and to the indirect effects of the trades unions, that no man who is past middle age now stands much chance of getting permanent employment. That is a very serious fact, and one which has to be dealt with. Where employers of labour have to pay the full wages for all the labour that they employ, they will only employ perfectly capable men; where they could pay below the average rate of wage they did not mind employing a less capable man, because they paid him less; but there seems to be a requirement—I am speaking without perfect knowledge now—that everybody belonging to a trade union who is employed shall receive the standard rate of wage, whether he is worth it or whether he is not; he is not allowed to work for less than the standard rate, and the master is not allowed to pay less than the standard rate. I understand that is so; I am speaking subject to correction. That being so, it stands to reason that the employer will not take an incompetent man; he cannot pay him only for what he is worth even if he is not quite up to his best labour; he must pay him according to the standard rate; the result is that every man who is a little past his best gets elbowed out. Then in the same way with regard to the Employers' Liability Act; the middle-aged man now stands a poor chance of getting into a permanent new situation, unless he happens to be an exceptionally strong man.

4919. Your conclusion is that the effect of the present system is to create more pauperism in the latter days of people's lives?—I think it certainly has an influence in driving a good many people past the prime of life into the ranks of the destitute, and I think that the figures which I have given you to some extent bear that out.

4920. (*Mr. Simpson*) Could you say how far these numbers have increased proportionately to the total number of vagrants?—I have not worked out the proportion, but I can give you the details. The total number twenty years ago was 5,685; the total number now is 14,301; whether the proportion would work out higher I do not know, but I apprehend that it would. Of course, this must not be assumed to be the number of vagrants actually relieved; many of these have been counted over and over again. These are cases relieved during the whole course of that month. They would be counted as they passed from union to union, so one individual might be counted many times.

4921. (*Mr. Davy*.) The Hampshire experiment was a long time before the Casual Poor Act was passed?—The Hampshire experiment was just about the time that the Pauper Inmates Discharge and Regulation Act, 1871, was passed.

4922. It was before the detention for two nights was authorized?—Oh, yes.

4923. Do you not think that detention would have an influence in getting way-tickets used; you see the way-

ticket would let a man off the two nights' detention?—Yes, he would only be detained for one night, and he would do his task of work in the morning; if the way-ticket system could be enforced at all, I think that the morning task is a mistake; I think it is better to let a man go directly he is up, so that he may get his day's work outside. Even if he did a task and you let him off by nine o'clock, it would practically prevent him getting his work for that day.

4924. The detention for the two nights gives the administration a hold over the man which it had not before?—Yes, only they do not exercise it.

4925. But that is its effect?—If it were done.

4926. They do not detain for two nights?—No, I am sorry to say they do not, only a few of them do.

4927. You are in favour of the bread ticket system?—Oh, certainly, because it takes away the plea of starvation.

4928. How would you give the bread ticket?—Well, that is an open question. In Dorsetshire it is done entirely by private subscription, and bread tickets are available at all the police stations; they may be obtained at many of the gentlemen's houses; all the subscribers have them, and I rather think they are given to clergymen; I am not quite sure about that.

4929. Anybody may get a bread ticket?—Yes, and I do not see why he should not. In Dorsetshire it is not confined to the vagrants who go to the workhouse.

4930. It is more a mendicity society matter than under the Poor Law?—The Dorsetshire system is worked by the mendicity society; it is not under the Poor Law.

4931. If this Committee recommended that system, it could not be enforced on private charity?—No, but I should not at all object to that being a public charity; I think it is a very reasonable public charity, if kept within proper limits.

4932. If it were a public charity, would you pay for it out of the rates?—Personally, I should not object to pay for it out of the rates. My own idea would be to pay for the whole of vagrancy out of the national funds; it is a national charge; not a local charge; I would much rather vagrancy were not a local charge.

4933. Would you give the bread tickets through the police?—I would give the bread tickets through the police, the magistrates, and the clergy. I would afford every facility for giving the bread tickets, but then I would undoubtedly prosecute for a misuse of the bread ticket.

4934. Would you improve the diet in the casual wards?—Oh, certainly.

4935. What would you give?—Well, that is a difficult question to answer, but I cannot see myself why a vagrant should not have the same diet as an able-bodied inmate; I should think that that would probably be the best rule.

4936. The vagrant is only in for two nights and one day; he may get a good meal when he is out?—Yes, but during the day he is there he is put to work. As a matter of fact, some of them are in the most miserable condition. It is perfectly true some of them are well fed, but I have seen a number who are most miserable.

4937. Would there not be a difficulty in giving the ordinary workhouse diet, because this varies from day to day?—I would let them have what the able-bodied man has on the particular day, merely for convenience of administration.

4938. On some of the days the able-bodied have a worse dinner than on others?—Never so bad as the vagrants; nothing so bad as six ounces of bread and one and a half ounces of cheese.

4939. Would you give the vagrant a meal when he leaves the ward?—Not to take with him; I would give him nothing to take with him because you do not know how he would use it. What I should like to see would be that the vagrant should be properly fed whilst he is in the workhouse, which I do not think he is now, and that after he leaves the workhouse he should have the means of obtaining food in the middle of the day, so that he may keep going until he arrives at the next workhouse.

4940. Would you undertake his whole feeding so as to do away with the necessity of his begging or stealing?—Quite so.

4941. It would do away with the excuse for begging?—Yes.

4942. Would you have absolute uniformity in the way of food for the vagrant?—I do not see how you could possibly get absolute uniformity; I do not see myself why it should not follow the diet, whatever the diet may be, in force in the workhouse in which the vagrant finds himself.

4943. Do you think uniformity is desirable under poor law administration?—It is a difficult question to answer; no doubt if you could get uniformity which could be judicially and evenly applied everywhere you would do good, but it appears to me to be quite impracticable to achieve it.

4944. Do you think you would get uniformity in the task of work, in any way?—No, I do not think you could.

4945. Stones vary in hardness, do they not?—They vary very much in hardness.

4946. It is practically impossible to regulate a task in one union which shall be as hard as a task in another union?—I do not think you can possibly do it; I have thought out and seen, and to some extent tried, a good many different tasks, and the most even task, to my mind, is corn grinding, with a crank wheel of a fair size, not too large and not too small; but even that you cannot say is an even task, because if a man has a weak heart it will catch him, you see; but given an ordinary average man of average strength, corn grinding, to my mind, is the most even task that I know.

4947. Because it is quite unskilled?—It is absolutely unskilled, except in so far as physical strength is affected. No doubt a strong man will do it more easily than a weak man. I would not make that task a task of quantity, although I know what may be said to the contrary; I would make it a task of time, because directly you get quantity—

4948. You get an element of want of uniformity?—Yes, unevenness again.

4949. Well, now, what means have the Local Government Board of enforcing uniformity?—None; no practical means.

4950. Practically the guardians and their officers can do as they like?—Yes.

4951. Within certain limits?—Yes, because there are no means of coercing them. If an officer frequently does what he ought not to do, of course the Board would step in. With regard to the guardians, the Board have practically no power. It would be extremely difficult for the Board to interfere with officers who are acting in accordance with the wishes of their guardians.

4952. It would be impossible to expect a uniform administration from a great number of elected local bodies?—I think so; but then I guard myself further: I think, when you consider the classes of people that you have to deal with, that uniformity is not desirable; I do not think that there are two decent men who come to the vagrant wards who are fit to be put to the same task.

4953. But uniformity of detention you could get?—Yes.

4954. And uniformity of comfort?—Certainly.

4955. Can you expect uniformity of detention and comfort from unions of varying circumstances?—I think it would be very difficult to obtain it, unless there were much stronger power given to some authority to enforce uniformity than at present exists.

4956. Would you see any advantage in having a county authority instead of the guardians—say quarter sessions, standing joint committee, or county council?—You would not get uniformity there, unless you got all the counties to agree to what they would do.

4957. Would you get it within the county?—Yes, you would get it within the county.

4958. And if the system were administered by the police, it would be by paid officials?—Yes.

4959. There you would have an element of uniformity?—Yes.

4960. Do you think that that would be a desirable thing?—Certainly.

4961. By way of bringing the whole vagrant class

under one administration?—Yes; I think that the advantages of that more than counterbalance the disadvantages of bringing the question of destitution under the police. *Mr. Baldwin Fleming.*

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4962. The tramp is only accidentally a concern of the guardians, I understand?—That is so.

4963. I mean he came because he was an able-bodied man applying for temporary relief in case of urgent necessity at the door of the workhouse?—Yes; it does not follow that he was able-bodied, because many of them are not able-bodied.

4964. He was a non-settled man?—Yes; he was a man in urgent necessity requiring relief of a purely temporary character.

4965. Before that he was purely the concern of the police?—If he was a criminal, not otherwise.

4966. I meant vagrants?—Well, in so far as public order was concerned.

4967. There is a class of vagrant to which you referred, the persons who are wandering about to their own hurt; how would you deal with them?—If I had carte blanche to create my own scheme I would do this: I would divide all vagrants into three classes; first of all, those who are apparently incapacitated from earning their own livelihood; those I would take charge of and send them each to their own unions and keep them there with a power of permanent detention, unless there was sufficient reason for letting them out afterwards. There are many old and apparently helpless creatures wandering about the road to their own great discomfort, to the great annoyance and nuisance of other people, who can never by any possibility earn their own livelihood, and it would be very much better that they should be permanently detained in some institution where they could be carefully looked after and properly provided for. That would dispose of that section. Then there would remain those who can work. Those I should divide into those who will work and those who will not work; those who will work, I should endeavour to provide for by means of labour bureaux and agencies for placing them where work could be found for them; something might be done in that direction anyhow. Then that would leave you with those who can work and will not work; for those I can see nothing but compulsory detention in a labour colony.

4968. Which would practically be a prison?—A prison but very unlike a penal prison. It would be a place of detention where they would be made to work, and where, after a time they might be let out.

4969. Where at all events they would be kept off the road?—Yes.

4970. (*Chairman.*) A prison much in the same way as is a reformatory school?—Yes.

4971. (*Mr. Davy.*) Do you ever get complaints from the weakly tramps that they have tried to get into a workhouse and failed?—No, I never remember a complaint that they could not get in. I have very often thought they were not looked after with the sympathy and the consideration which they deserved, when I have seen them in the workhouse; that is, that they have been treated on a uniform system just as if they were not weaklings and incompetents.

4972. You quite think that if they came to a decent master of a workhouse and asked for admission they would get it in most cases?—Yes, certainly.

4973. But I suppose if they never came before the master at all, but some subordinate officer, then they might have a difficulty?—The thing might occur; I have never known it to occur; it has never been brought to my knowledge. Personally, I dislike the idea that a vagrant must walk so many miles in order to earn his right to anything that he may wish for. I have known cases of hardship of that kind, and I must say chiefly in the hands of the police. A man will apply in one place and the police officer will say: "Where have you come from?" He will name the place he came from. The policeman will say:—"That is only four or five miles off; that is not enough; you must walk on five or six miles" to some other place which he will name. It appears to me that is a very great hardship to which a man ought not to be subjected.

Mr. Baldwin Fleming. 4974. You say you would compulsorily detain these weaklings?—Yes.

11 April 1905. 4975. Would you do that in an ordinary workhouse?—Yes, I would send them to the workhouse of their place of settlement.

4976. Would you approve of the principle which is in force in some countries that no one is allowed to discharge himself from a public institution without the consent of the governing body?—No, not for ordinary inmates; I would give special powers with regard to the weakly vagrant.

4977. How would you distinguish a weakly vagrant?—Assume that you go round the vagrant ward and want to carry out my suggestion, and you find two or three of those cases; you should have power to keep those cases whilst the enquiries were being made. When the enquiries were terminated, you would find out to which union the individual belonged and he would be removed to that union and kept there. I would give power to guardians to apply to justices for an order of that description, and, when justices had given the order, the guardians to whom that vagrant was committed should be bound to detain him as an ordinary pauper chargeable to the union.

4978. But the compulsory detention should be preceded by some judicial process?—Certainly. I think you must have that for the protection of the individual. And further, no doubt, the individual, under certain circumstances at all events, ought to have a power of appeal so that he might be able to obtain his discharge on sufficient cause shown. It is quite possible a man might come into money; it is quite possible that relatives who are not able to look after him to-day may be able to do so at some future time; there may be conditions in which it is legitimate to let him out again, but unless he can show that there are means of maintenance apart from his former mode of life he ought to be detained.

4979. In whose hands would you put the power of discharge?—In the hands of the guardians.

4980. Who would discharge him soon enough if he had means?—Yes.

4981. You do not apprehend there would be any undue desire to keep him locked up?—No; the only hesitation I have about putting him in the hands of the guardians is whether they would keep him at all. I am not quite sure that I would not safeguard that by providing that guardians should apply to the justices for an order of discharge in cases where the committal was by order of the justices. You might commit him to a union, and the guardians might say we do not want the bother of these old folks; we will turn them out again.

4982. You would object to interference generally with the purely voluntary nature of the English workhouse?—Certainly I would.

4983. You would merely give the power of detention for this class?—Yes, because there are special conditions attaching to this class.

4984. The justices, of course, would be able to have a medical certificate before they made compulsory orders for detention?—All the necessary details would have to be worked out so as to prevent hardship.

4985. I gather that you consider very strongly that the wandering about of these poor people is a public scandal?—I think so, certainly.

4986. A cause of offence?—It is a miserable life to them and a nuisance to everybody who comes across them.

4987. Do you think that the present system is a satisfactory one?—No, I think it is most unsatisfactory, and I am confident of this that nowadays, at all events, you will never get rid of vagrancy by mere repression; you want much more than repression. There are a great many of these people who ought to be helped and there ought to be the means of helping them.

4988. Repression has been tried in the past?—Always; it has always been repression; there was nothing but repression, and repression has always failed. Repression is very good as applied to a certain section of the vagrants, but taking the whole class we want much more than that.

4989. (*Mr. Simpson.*) You mentioned corn grinding as a uniform kind of labour; is it not rather expensive to

put up machines for corn grinding?—I do not know what a corn mill costs, but I should not think it is much more expensive than providing other means of enforcing a labour task.

4990. I suppose you look upon it simply as a means of putting paupers to hard work?—You do get a certain amount of good from it because you can adjust these mills to whatever you may want them for. You can either grind corn or barley, or you may bruise with it; it might be adapted so that you could cut chaff. I do not see myself why a good deal of useful work should not be got out of the grinding machines.

4991. Would you say in that way it was a more economical form of labour than wood cutting or stone breaking?—I would not say more; I think it would be quite as much so.

4992. A certain amount of capital expenditure is necessary in fitting up your mills; it is not like stone-breaking for which you do not need any plant?—That depends on how you do the stone breaking. If you do stone pounding, which is very frequently done, you require a certain amount of plant.

4993. Stone pounding with a mortar and pestle; are you in favour of that as a form of labour?—No, I should consider stone pounding a very uneven task; the skilled man will do it without the least difficulty, and the man who is not skilled will find it difficult. At Andover they had a stone pounding task, and "Truth" took up the extreme hardship to which the vagrants were said to be exposed. On one particular day when I visited the ward, I think there were eight men pounding stone, and six out of the eight had got more or less troublesome blisters. At any rate they had blisters and they were all stopping work, and they were allowed to stop work because they had blisters. And there were two had not got any blisters. I said to them "How is it you are not blistered?" "We could get blisters fast enough if we wanted them; we do not want them; we want to get on; anyone can blister their hands stone pounding if they want to." But I should like to add that I do think stone pounding is skilled work. The man who knows how to do it will do it with very little effort.

4994. (*Captain Eardley-Wilmot*) But stone breaking requires much more skill?—Yes. It all depends on the trick of getting the vein of the stone. That is just the trick in stone pounding as well as stone breaking.

4995. (*Mr. Simpson.*) In stone pounding you have got your stone in a mortar with the pounder coming down upon it; you cannot guide that as well as you can a hammer?—Indeed, you can guide it; the rammer always has a good deal of play. There are several ways of doing that task; there are some mortars where you pound with a rounded rammer; others are square boxes in which the base of your rammer is also square. Then there are very different classes of stone; you might get black flints which are quite hard; you might get red flints which are comparatively soft. The man who knows how to do it will pound with very little difficulty; the man who does not will find it hard work.

4996. When people speak of vagrancy being a serious question they may mean one of four things; they may mean that the vagrant increases the criminal classes, or that the vagrant is a nuisance to poor people about the country, or that he is an expense to the ratepayer, or lastly that vagrants are a perfectly worthless class and for philanthropic reasons we ought to try and reform them. For which of these reasons should you think vagrancy was important as a social question?—I should think in all four ways; they are perfectly true.

4997. And all equally do you think, or would you attach more importance to one view than another; I want your personal opinion?—It is four different ways of looking at the same object, and I think to get at the true consideration of vagrancy and to get to its true position you must take into account all four considerations.

4998. You think vagrants are really a serious burden on the rates?—Well, they cost extremely little to the rates so far as the actual cost of the relief of the vagrant is concerned; I suppose the average cost of a vagrant is not much more than 2½d. a day; a pound and a half of bread and two ounces of cheese.

4999. To put him into a labour colony and provide him with work, would be a much more costly process?—I do not agree with you; in the long run it would be less costly. In regard to the particular individual it would no doubt be more expensive, but one would be quite prepared at all events as regards that section to which I have referred, to try it; it is a means to an end.

5000. You would look on a labour colony as a means to deter people from a life of vagrancy?—I think more to find other provision for them than to deter.

5001. And in that way to relieve the rates in the long run?—I think so.

5002. (*Sir William Chance.*) What class of vagrant would you recommend for the labour colony?—Those who can work and will not work.

5003. And under what authority do you think the labour colony should be?—I should be perfectly willing to use any labour colonies that are in existence, given the power to detain. I do not think that you will ever succeed in doing what you wish with that class of vagrant without the power of compulsory detention. Whether you will reclaim is quite another question. The history of labour colonies does not show that they have been successful, so far as my information goes, anyhow.

5004. Would you approve of a voluntary labour colony to which vagrants could be committed by the magistrates?—I should not object.

5005. You see no objection to that?—I do not see the evil of it.

5006. Like the Salvation Army colony for instance?—If they have the means of keeping the men, and if they have the means of enforcing the detention; it would be rather a farce to commit a man there if they have no power to enforce the committal.

5007. You spoke of remedial influences being brought to bear upon the vagrants; it could possibly only be done in such a colony?—I think so.

5008. Not in an official colony of a penal nature, such as Mersxplas in Belgium?—I would rather have as little penal nature attached to it as possible.

5009. You have paid a good deal of attention to the question of child vagrancy?—Yes.

5010. Do you think the law wants strengthening or altering in any way?—I think the law wants strengthening very much, but the question bristles with difficulties and I have never solved them in my own mind. To begin with, one has an initial objection to do anything which will really take the parental responsibility off the parent, and if on any large scale any system of adopting the children of vagrants were instituted, anybody who wanted to get rid of a child would simply have to become a vagrant *pro tem* in order to place the burden of the maintenance of his children upon the public. It is extremely difficult to enforce repayment; one knows how difficult boards of guardians find it to get repayment from relatives, and I do not think that it would be possible always to make the parents pay for the children, if they were taken from them. I do not think any general rule can be laid down; I think it must depend upon the circumstances of each particular case. If there is any hope of the parents ever doing their duty to the children, that hope ought to be encouraged as far as possible. If the case is absolutely hopeless, and it is quite evident in the interests of the child that the only thing to do is to take it away from the parent, then I should be willing to take it away from the parent and as far as possible make the parent pay.

5011. Have you ever known an instance of a board of guardians taking away a child from vagrant parents and adopting it?—I do not think I have ever known an instance. I have known, of course, many instances of guardians adopting the children in the workhouse, but not from the vagrant ward.

5012. Does the Society for the Prevention of Cruelty to Children act in your district at all with this class of children?—I do not know sufficient to offer anything like a reliable opinion about that. I have no doubt it does deal with them to a certain extent.

5013. Have you noticed whether child vagrancy has been diminishing in your district?—Well, it is diminish-

ing, but last year it went up again. The number of child vagrants is very small; taking the whole of my district, I do not think I have ever had more than a very small number on any one night.

*Mr. Baldwin
Fleming.*

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5014. The numbers are not large compared with the total number of vagrants?—Oh, no. Now, on the last Wednesday in December of 1903, which is the last figure I have here, in the whole of my district, that is Dorset, Hampshire, the Isle of Wight, Farnham, and nearly all Wiltshire, there were only 8 children.

5015. That is in the whole of your district?—Yes, on the 30th December, 1903; while on the 29th June, 1904, there were only 10 children in the whole district.

5016. I suppose it is very rare that they go about with a male vagrant; they are generally with a woman?—Generally a woman, but you do sometimes see a child with a man.

5017. Where there are common lodging-houses in existence, is it at all a practice for the vagrant to resort to the casual ward for his night's lodging, and to send the woman with the child to the common lodging-house?—I should think it is not uncommon, but I cannot answer that with any precise knowledge. I think it is a common thing when a gang of vagrants are going about that one of them goes to the common lodging-house and takes the money belonging to the gang and the rest go to the casual ward in order to save the cost of going to the common lodging-house. As to the women and children, I cannot answer your question.

5018. If the children went to the common lodging-house that would tend to reduce the numbers in your return?—No doubt.

5019. One of your objections to the way-ticket system is on account of the common lodging-houses?—That is an incidental objection; my chief objection to the way-ticket system is that I think it would be found in practice to apply to so very small a number of vagrants.

5020. Would it not be of advantage to establish some system forcing the tramp to make use of the casual ward instead of the common lodging-house?—I do not think it would have that effect.

5021. You do not think it would have any effect on the *bona fide* wayfarer, if he had a way-ticket and wanted to get on from one place to another?—He would rather go to the common lodging-house, pay his threepence or fourpence, and go away when he liked in the morning.

5022. (*Mr. Davy.*) Although he gets no food?—Although he gets no food; but your honest wayfarer, of course, would not have any difficulty about food, because he would be able to pay for it.

5023. (*Sir William Chance.*) But your point was that he does get into the casual ward in places where there is no common lodging-house for him to go to; you think that is a hardship upon him when he has not a way-ticket?—I think it is.

5024. Are you acquainted with the pass system in Germany; it differs from the way-ticket system?—In Germany, I believe, no one can move out of his town or village, or whatever the area is—I do not know how it is defined—without practically his passport with all particulars.

5025. Would you approve of the introduction of that system?—Oh, no; I think it is very un-English. That is one of my objections to the way-ticket system; I think it is very hard that an Englishman may not wander where he likes in search of his work.

5026. (*Chairman.*) The Englishman, who it is suggested should have the way-ticket, is a man who is being maintained out of public funds, whereas in Germany he is not?—I do not say for a moment the advantages of the way-ticket system may not outweigh the disadvantages, but one would not like it unless it were necessary.

5027. The difference between the German system and that is very great?—Oh, yes, of course it is.

5028. (*Dr. Downes.*) Have you any suggestion to make with regard to the supervision or management of common lodging-houses?—I should be very glad if they were better supervised and better managed than they are now, but I do not know, except as a matter of police and sanitary requirements, that there is any power now to do anything.

Mr. Baldwin Fleming. 5029. We have had evidence to show that some of them seemed to need more supervision than they get?—Oh, I have no doubt that is so.

11 April 1905. 5030. I do not know whether you could give us any suggestion?—They all have to be registered now, and that places them under sanitary supervision, and to

a certain extent under police supervision. That might, no doubt, be increased with advantage so as to make it efficient where it is inefficient.

5031. You want rather more efficiency on the part of the local authorities?—I think so; I do not know whether further powers are required.

FOURTEENTH DAY.

Wednesday, 12th April, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

The Rev. J. L. BROOKS and the Rev. J. B. PATON, D.D., called; Mr. BROOKS Examined.

Rev. J. L. Brooks and the Rev. J. B. Paton, D.D. 5032. (*Chairman.*) Mr. Brooks, you are, I believe, the director of the training colonies at Lingfield, Surrey, and at Starnthwaite, Westmorland?—(*Mr. Brooks.*) Yes; the colonies are conducted under the Christian Social Service Union, of which the Earl of Meath is president; the Bishop of Hereford is chairman of the council.

5033. Where do you reside?—I reside at Lingfield, and have had the management of the colony on the spot from the first.

5034. You are then the principal of the colony at Lingfield?—Yes.

5035. Who is the resident head of the colony at Starnthwaite?—There is no resident head there; I have the direction from Lingfield of the Starnthwaite colony.

5036. I suppose you have a local manager?—Yes, a manager of the farm and a superintendent of the children's homes; I go there monthly to meet the committee and to direct through the committee.

5037. What are the numbers of the inmates of the two colonies?—We have at Lingfield at the present time sixty-two, and at Starnthwaite seventeen only; it is a small colony at Starnthwaite.

5038. At Lingfield and Starnthwaite you receive only men?—Yes. We have epileptic homes at Lingfield alongside the colony, but they do not concern the present question.

5039. The colonies, I believe, were established by the Christian Social Service Union?—Yes, sir.

5040. When were they established?—Lingfield ten years ago, and Starnthwaite five years ago.

5041. What number of inmates did you begin with?—We began with one man, and our limit is reached at sixty. Indeed, we have been making a little special effort because of the unemployed this year; otherwise we have only had about fifty before this year.

5042. What is the class of men that you receive?—They are largely from the workhouse, with a number of private cases; the workhouse cases are largely youths from sixteen to twenty-five years of age, who have probably been born and brought up in the workhouse.

5043. They are not casual paupers but actual residents in the workhouse?—Yes.

5044. They are sent by the guardians to your colonies?—Yes.

5045. What are your limits of age?—We do not take them into the colony under sixteen, and then we are supposed to have a limit of forty-five. As a matter of fact we have had a few over forty-five come to us.

5046. I suppose there is a difficulty in getting rid of a man; you do not like to turn him out if he is a decent man?—Yes, if he is a decent man and cannot get any work elsewhere.

5047. What happens if you do get rid of a man on the ground of age?—We have never had that difficulty before us. We have two or three really very decent men who have come on to the staff; two or three others have got work in the same neighbourhood, and we have never had to turn an old man away yet.

5048. Would you kindly tell me what is the kind of life in the colony?—The order of the day is, we keep to farming habits; you see, as I have said, it is a training colony, not merely a labour colony, which is a great distinction. So we keep to farming habits for farming training. Our idea is chiefly to train for farming, so the men start early in the morning, as farm labourers would, and they keep the hours of farmers right through. We have a market garden too; we grow a good bit of fruit, and this is one of our elements of cost that people complain of; we send these colonists out on the farm as ordinary farm labourers to the market garden and to the fields. We also give them work in connection with horses and cows. We send them into the cow stable and into the horse stable, and let them work the horses, and milk the cows. This is one of our chief elements of cost, because if men are to be trained, then this has to be done; but if you are to have a mere labour colony, then the horses and cows need not be there; the men might simply dig and plant.

5049. Yes, but in a grazing country, it is a very good thing to teach men the other work. A man is valuable if he can milk well?—Yes.

5050. And you improve the status of the man as a wage earner by teaching him to milk?—Yes; our work would not have been of much value but for the element of training in it.

5051. Do you teach the men farriery or shoeing?—No, we have very little workshop work of any kind.

5052. You have not thought it desirable to introduce such work?—Well, if the colony were on a larger scale we could do it, but with our present methods and with our limited number of men, it would not pay. And then many of the men are of such poor physique and such poor intelligence; we find it is better to get to know what stamina and what intellectual powers they have, and then put them to the work that they can best serve in, in order to select those who are likely to make permanent farmers or carters, or men for Canada.

5053. Have you got a practical farmer as a head man to look after the work?—Yes, a farm superintendent, who is a trained farmer.

5054. What is the size of your colony at Lingfield?—250 acres.

5055. And you have sixty-two colonists?—Yes. (*Dr. Paton.*) But I may just say that a part is being appropriated for the establishment of a small co-operative colony

of holders. We have already settled one, and there will be, I hope, six or eight. I only say that to show that practically we have only about 200 acres set apart for the colony just now.

5056. Part of the land is used, I understand, for general farming, and part for market gardening work; what is the acreage of that part?—(*Mr. Brooks*). We have eighteen acres in fruit and market gardening.

5057. You have a good deal of that work?—For a certain number of men that kind of life is much better than the ordinary farming. We get quite a number of inebriates, educated men; that is the other element of men that we have; and these inebriates with considerable intelligence can work better, and with more pleasure, among fruit and market gardening, than in the more monotonous work of farming.

5058. Do these inebriates come voluntarily to the colony?—Yes.

5059. Is your institution a certified inebriate home under Home Office inspection?—No. In our colony these men unhappily have to mix with the pauper element which is an undesirable thing.

5060. Have you any difficulty with the inebriates?—Considerable difficulty in getting them amenable at first to such an ordered life as we live.

5061. But do they leave you, do they get the craving for drink upon them and run away?—Yes, sometimes that happens, and would happen much more but for the element of Christian purpose and service that runs all through our work; the religious inspiration of it is one of its considerable values.

5062. Have you had cases of men bringing liquor into the establishment?—Yes.

5063. Do you continue to keep such cases?—We do for a time, because to dismiss them would be exactly to do what they have suffered from in their other work.

5064. I was thinking of the others; it might be difficult and dangerous for the other men, I mean?—It is difficult, and, therefore, they ought to be classified. This I have said again and again, but in such limited conditions as ours, classification of building and so on has not been possible as yet; we would like to have it, but we have not attained it yet. (*Dr. Paton*) I may say we are proposing as soon as possible, and we have already received one or two promises of money, to erect an inebriate home so that those inebriates shall be dealt with apart. It would be under the inspection of Dr. Branthwaite.

5065. Now, will you give us some information with regard to the financial position of Lingfield?—(*Mr. Brooks*.) The work is nil and worse than valueless because it is harmful sometimes. The reason for that is, first of all, the type of man, who is not only unskilled, but unwilling oftentimes; he is weak and dull. Sometimes the guardians have sent us some imbeciles, but these we have had to weed out. Then these men take more teaching than their work is worth, and even when they are willing to learn they do not know the difference between plants and weeds, and it is astonishing how long it takes to teach men this. People think apparently that farm work is easy, whereas it is a skilled industry of a very high type, and it takes a good bit of learning. Then there is the waste, and the malingering, some of which necessitates the doctor's intervention sometimes, so that the work is really valueless; and sometimes they do harm, wilful harm as well as wilful waste, chopping up things that they have no business to, and so on.

5066. I suppose you have overlookers to see how they do their work?—Yes, we have overlookers, and they have to be numerous in order to avoid those things, and get the work well conducted so as to be of real service.

5067. Have you a good deal of spade labour?—Yes, a good deal; spade, and hoe, and fork, and so on.

5068. You would naturally put the less skilled men on the simplest forms of labour?—Of course, as you know, this work is often pressing; to-day now is the spring; everything must be in and you concentrate all effort upon it and get all that is possible done. We have learned, therefore, to distinguish between the institution as an institution, and the farm; and we separate now farm losses or gains from the institution as an institution; and as an institution it costs us, as near

as we could get it, 9s. 6d. per man per week. Then the cost per bed, has worked out to about £66, independently of farm and stock implements. Farm and stock would add another £94 per bed, making a total of £160 per bed, capital expenditure. The cost of the farm stock is another reason for the cost of the men; we might keep them for much less were it not for the fact that we are training these men at considerable cost and loss.

5069. Have many of the men got situations with good wages, owing to their having been taught in your colony?—We have always averaged one-third of our men getting independent positions, and the last three years we have had 44 per cent.

5070. How long as a rule do you keep a man before he is able to get a situation?—Of these men who have proved the possibility of making a livelihood and being self-supporting, there have been scarcely any that have not taken from fifteen to eighteen months.

5071. After from fifteen to eighteen months on the average, you are able to send a man out as a more or less expert gardener or farm labourer?—Over 40 per cent., and considering the material we have had we think this is very remarkable.

5072. What has been the result when they have gone out to situations?—In so far as you can trace them the results have been good, but as correspondents they are not very willing. One has difficulty in having correspondence with one's own family, and correspondence with these men you can neither force nor coax; but we have good records of quite a good number of those that we can follow. And I ought to say here that the largest number of our men go to Canada, and in going to Canada we have rather a crucial test. The High Commissioner would not take a pauper into Canada unless we undertook to bring him back if he became chargeable to the rates. We have never brought one back.

5073. Do you receive letters from them?—Sometimes. Not half of them correspond; such as do correspond are doing fairly well in Canada. (*Dr. Paton*.) I should like to emphasise this point, if I might, because I think there may be some misunderstanding. This problem is different from the vagrant problem as you are dealing with it to-day. These men are almost all debilitated, worn-out lads, broken down slum children, who have been permanent residents in the workhouse. I mean the great proportion of them; and it is to build them up physically and mentally, and morally, that we have given ourselves to this work.

5074. These are men who probably would become vagrants?—Well, they might; though probably they would not have the physical vigour for a vagrant life; they would be the inmates of your workhouses, many of them in the infirmary, or in the imbecile ward; they deteriorate rapidly, both physically and mentally.

5075. What is the average amount of the earnings of these men which can be set off against the cost of their keep?—(*Mr. Brooks*.) Nil; we say there is nothing.

5076. What number of hours do they work per day as a rule?—Nine to nine and a half.

5077. From what you say these men do not appear to be ordinary strong labourers; what is the ordinary rate of wages for labourers in the district?—2s. 6d. per day.

5078. Well, what would you say that these men are worth?—You see it would take any six of them to do a man's work, and that six want a man to superintend them, so that it is nil all the while; and then, with us you have this to take into consideration, that as soon as a man does become handy he is sent away and the novice comes; we are always dealing with novices. If we could keep our trained men we could make them work.

5079. The men who are digging, for instance, how long do they work?—They dig nine and a half hours a day.

5080. A man who could use his spade at all could do a good deal in nine hours' digging?—What he digs you would use a horse for, and you would not dig at all if you had not that man. You see you could plough or use machinery for so much less cost than he is. You would not dig as a rule, and if you had many fruit trees the only digging would be where the plough could not get, and when the man digs there he does more harm than good.

5081. You probably put the more skilled man to dig

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round fruit trees?—You are obliged to have some trained men amongst fruit trees, but you cannot get superintendents enough to put awkward squads everywhere.

5082. What are your average annual receipts for fruit?—Our fruit was all planted when we went there, and it is only just coming into bearing. Last year was one of our best years for apples, but unhappily apples could hardly be sold last year, they were very cheap.

5083. As a matter of fact, you deal very little with vagrants?—Very little.

5084. Do men come to you and ask to be taken in?—Yes, they do, but we do not take such cases; every man must come from some authority—either from the workhouse or from his family and must have a subsidy.

5085. Do you have the same dietary for all; do you encourage the good labourer by giving him a better diet, if he does better work?—We have an awkward squad for that and for disciplinary purposes, and the newcomer, and the man who is in need of some little discipline has a breakfast without meat, say; otherwise that is the only difference. Our encouragements are given by allowances for tobacco; we allow the man I speak of to have an opportunity by his grant to get a little tobacco; if he has misbehaved he is limited to the farm; if he is going on in proper behaviour he can leave the farm sometimes and go to the village.

5086. What control have you?—We have only moral control.

5087. I mean, if the man was determined to leave the farm he could walk off?—Yes; and if he walked off we should bear with such a man and give him another opportunity most likely. If he persisted in doing this, he would have to go. This is one of the reasons why quite a number have to go. (*Dr. Paton.*) The reason why we did not make the distinction in regard to the dietary that would be quite proper in an ordinary labour colony is, that many of those young lads who come to us need physical invigoration; and we have to give them good food though they are utterly worthless as labourers. If we were to judge them and treat them according to their labour, we should put them on the poorest diet.

5088. Quite so; but if out of your sixty you have ten men who are really doing good work, would you not give them some little extra allowance of food?—They have that in the way of grants; we give special grants to them, and they are allowed from these grants to provide for themselves, if they like, some delicacies in the way of food. They have special grants given to them, those who do special work, and we endeavour to save that money for them, so that when they leave they have something in hand. (*Mr. Brooks.*) There are other ways too; we have one ward full of cubicles, and then we have individual beds; and a worthy man has one of these beds. He has a little grant too, and other privileges about the place. Those are the incentives we have for better work; but a principle which has always guided me in this matter is—I have said, “You have no business to give your best men even a dietary that is over and above that of a good farm labourer; if you do this you are undoing with one hand what you are trying to do with the other,” and the farm labourer says, “It is no use trying; these men fare better than I.”

5089. What I meant was that if you had a man who had done a good day's work with the spade, would you not give him a little extra allowance of meat or something of that sort to reward him for doing a good day's work?—His ordinary food would be quite enough.

5090. You have no power of detention whatever?—No, sir; that is very serious.

5091. What is the average time that a man will stay voluntarily with you?—I have not reckoned the average out; but in 1903 thirty-seven stayed for more than six months.

5092. And in 1904?—In 1904 fifty-four remained over six months.

5093. Have you had many men stay for more than a year?—Most of those going to Canada stay more than a year; it is not sufficient else. Now Laidon, the colony that Mr. Fels has bought for the Poplar guardians, is sending a large proportion of men to Canada, but they will not be trained farmers, so they will only get their

position as navvies and so on in Canada. But we like to train our men so that they will be farmers in Canada; so that a few months is not enough. A man wants a few months among the horses, and a few months among the cows, before he goes to Canada. They all stay more than a year with us as a rule.

5094. Are you satisfied with the progress in health that the men make with you?—Yes, the improvement in physique is very remarkable; and I may say it is the very first start. There is no improvement in brains or labour until there is an improvement in physique; it is the first necessity.

5095. Then you would probably say that though there is no large monetary earning by these men, the State is gaining, because instead of these men having to be kept afterwards as men unable to do work, they are made into working men, who can keep themselves?—We think that is a very great gain to the State.

5096. That is a saving to the State as well as an advantage to the union?—I will give you an illustration of that very thing. Nine men came from the workhouse, physically deteriorated youths, who never had been men, and never would have been; they were with us an average of fifteen months, costing the union that sent them an average of £23 15s. per man. They all went to Canada; to the best of our knowledge they are in Canada yet; we have not brought them back. They never would have been anything but paupers in this country. We may safely say that they would have lived an average of twelve and a half years in the workhouse, and would have cost £270; and for £23 15s. they are independent people in Canada. It is a very remarkable and radical illustration of what is being done there year by year.

5097. And you can say that the men whom you have had under your own eye have improved materially in physique?—Oh, wonderfully sometimes; we weigh them and measure them, so that we do not go by mere look. The Duchess of Sutherland sent two boys, and came down personally to inspect them. When I brought one of them before her she refused to believe it was the same person.

5098. I suppose you have no absolute experience of labour colonies for vagrants?—No, sir.

5099. From your own experience in Lingfield, are you in favour of establishing labour colonies for vagrants?—Yes, without a doubt, not only from my experience in Lingfield, but from what I have seen abroad. I have studied the labour colonies in Germany, Belgium, and Holland; and I would strongly suggest labour colonies for vagrants where there was power of detention.

5100. Do you think, from the knowledge that you have of the vagrant, that he would be easily brought to be a good working man?—Not easily; certainly not.

5101. There would be some difficulty in getting work from a man who was determined not to work?—Of course, a percentage of them never work; but there are so many advantages in getting them segregated, that a considerable percentage would be brought into independent working men.

5102. Unless a man who was sent to a labour colony could be made to work, he would hardly be an acceptable inmate of that colony?—No.

5103. He would probably be a bad example to the others?—You want classification, of course.

5104. Now, what would you propose as being the best method of making a man work?—I should begin with his food. I should compel him to work, if I had detention, by piece-work and his food, and I should let his food be according to his work. Of course, when he was very feeble, it would have to be very wisely considered as to what he is to be given to do and he must be fed accordingly; but I think there is no possible incentive like food.

5105. And if a man clearly was physically fit for work, but refused to work because he was naturally an idle man, you would cut down his food, I suppose?—Cut down the qualities absolutely; give him only that which is absolutely necessary to sustain life. I should have very little mercy there. I am very strong on that.

5106. I suppose you are aware that without an alteration of the present law there is no other means of compulsion?—That is so. According to this morning's

paper, a boy walked twenty miles back to Malling workhouse (in Kent) because the puddings were so good there. He would not have got puddings if he did not work, if I had my way.

5107. What work would you suggest would be the best work for a labour colony?—In such an institution as I suggest I would have the first part a labour colony pure and simple; in the labour colony everything should be exceedingly simple, food, tools, housing; I would make the men dig with fork and spade, and then graduate them into a better grade.

5108. Would you not also have, if you could, instruction in other work, such as simple carpentering?—It is so difficult to discover work that they can do to any profit, such as basket-making and mat-making; we have done a little of this, but it is always exceedingly difficult to get this work.

5109. As I understand you, the majority of your inmates are people of feeble health and feeble physique?—Yes.

5110. The vagrant is generally an extremely healthy man because he lives out-of-doors; would you not wish to teach that man some means of livelihood for himself other than agricultural work?—I would have it so that he could perhaps excel in that when he could not excel in agriculture and so on. Then I would have it for rainy days and so on; I would have other work, however simple.

5111. Then, generally speaking, in a labour colony you would have the possibility of teaching other trades as well as heavy agricultural labour?—But in my simple colony I would not have much of that; the man should graduate higher into my training school, as I call it.

5112. A man would be more valuable if he knew how to use an axe, than if he could simply use a spade?—Yes. (*Dr. Paton.*) I may say that our committee considered that it would be very desirable to secure that the colonies should be to a large extent independent; that other kinds of work should be done in the colony so that you should not compete with outdoor labour; get the wood-work and the iron-work that was necessary for your colony done in the colony; and it was even suggested that for that purpose the buildings of the colony should be chiefly erected by the colonists themselves.

5113. I think you told us that you have inspected some of the foreign colonies?—(*Mr. Brooks.*) Yes.

5114. Are you satisfied with them?—No, not by a good deal.

5115. What is their failing?—Chiefly, that there is absolutely nothing of a humane or inspiring nature. There is no recreation; there is a sort of police-like form of religion; no inspiration in it; men marched to church, where they stand to hear a homily and go through the prayers; then there is no organised play; there is no possibility of getting at the social instincts of men, and humanising and inspiring them with social conditions and educational purposes. Everything of that is absent, and I think this is the chief reason why it is as it is. This does not apply to the German colonies.

5116. It is dull routine instead of some system that would be calculated to amuse the men?—Yes.

5117. Do you find that your men lead happier lives at Lingfield from your system?—Yes.

5118. What do you do in the way of amusement for them?—It has become a sort of law with me that the boy or man who cannot or will not play will never make anything; so we organise their play, both outdoors and in; and we are better able to judge in the playfield than anywhere of what a man will be. So we have cricket in summer, football in winter, quoits and other things, and outdoor games. We make several opportunities for these; for instance we work a little longer for five days in the week in order that they may have a whole Saturday afternoon from 2 o'clock to play matches. All discipline in this way is easily managed by our superintendents and brothers, and it is their duty to enter as much into that play as into their work. Indoors, we have all sorts of indoor games, and also certain educational functions at work all the way along.

5119. Do you have music?—Yes, we have a piano in the room, and we have organised evenings where we

have music and song largely; it is astonishing what talent there is in fifty men such as we have down there; it is very remarkable how the Saturday evening concerts are ordered. Then on Sunday we have a morning service, to which it is voluntary to come; and in the afternoon a Bible-class to which all the youths must come; and in the evening it is understood everybody must come, and I have no difficulty in a simple mission service. In the week day we have just what we call family prayer in the morning; and in the evening, a hymn; and other people come in from the outside sometimes, and bring their inspired helpfulness. Here I think is the chief difference between, say Lingfield and Merxplas. While they have advantages from their spartan-like discipline, those are outweighed by the utter lack of everything of the kind that I am speaking of, and unless you have a similar spirit in your labour colonies they would be out-door workhouses and nothing more.

5120. (*Mr. Davy.*) How far is your colony from London?—Twenty-six miles.

5121. And how far from the railway station?—Just over a mile.

5122. The land cost £12 10s. an acre, I think?—Yes.

5123. That would be cheap, would it not?—Very cheap, we think.

5124. You would not be likely to get land in that situation for less?—Not for less, certainly.

5125. Is it not heavy clay?—It is clay-loam.

5126. But not bad on the whole?—No.

5127. It is not land that would be likely to go derelict?—No.

5128. So that you have rather a bargain?—We think so.

5129. Your buildings are of very simple construction, are they not?—Very simple.

5130. What has it cost you for housing?—£66 a man for the building.

5131. That would include everything, the farm buildings and all?—It would include our new farm buildings, not the old ones.

5132. What would the dormitories cost?—Speaking from memory I think the contract for the dormitories alone was £1,000.

5133. How many beds would that provide for?—Fifty-six.

5134. Fifty-six beds for £1,000 in cubicles?—Three open dormitories, and one full of cubicles; that is four dormitories.

5135. And what did the dining-hall cost?—£250.

5136. For fifty-six men?—Yes; the dining-hall will have to be renewed. It is only in wood and corrugated iron. The dormitories are concrete and tiles. They are well built.

5137. How long have they been erected?—Seven or eight years.

5138. Do they cost you much in repairs?—No.

5139. Are they, in your opinion, satisfactory buildings?—Yes.

5140. Do you apprehend any risk of loss of life by fire?—No.

5141. You think the men might fairly be expected to get out even in case of fire?—Yes, the dormitories are arranged for that.

5142. Do you want any better buildings for that class of person?—I do not think so.

5143. Your dining-hall cost £250 and is built of wood and corrugated iron. How long has it been built?—Ten years.

5144. Has it cost you much in repairs?—No; 5 per cent. would keep it up.

5145. Do you think it will last you some time yet?—We would rather have it in harmony with the rest, but it will last six or seven years.

5146. (*Mr. Simpson.*) It was built for fifty-six men; would it be over-crowded if a larger number used it?—Well, as a matter of fact, there are sixty-four in it now,

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Rev. J. L. Brooks and Rev. J. B. Paton, D.D. but we have a recreation room, and the men only dine there now; they do not have their recreation there.

5147. (*Mr. Davy.*) With regard to your staff, do you get any voluntary help?—No.

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5148. Do you pay all your officers?—We do not pay them all, what you would call the full market value elsewhere; for instance, they have enough altruism in them to give their services to us for less money than they would get in their own spheres of labour; but possibly they are not worth more to us than what they come for, because they are also in training. I mean now the brothers. Mr. Hunt, for instance, is a man who would command more money than he has there; he is an expert in his line of business; so is our farm superintendent; so is our gardener. These two last are paid to the value that they would get elsewhere.

5149. But you get a certain amount of help from people whose heart is in the work and who are themselves in training?—For instance, Mr. Hunt could not be got for the money we give him; but the gardener, the farmer, the cow-keeper, and the labourer, all these men are paid the full. Our brothers, and also Mr. Hunt, are men who are giving much effort.

5150. Still, do you think that any institution would be able to get the staff work done at a cheaper rate than you do?—No.

5151. So that there is no economy possible in that direction?—No.

5152. Nor in the land or buildings?—No. (*Dr. Paton.*) May I suggest that we consider we are giving an equivalent to these brothers in the training they receive. We are giving them, in addition to what they receive monthly, distinct training, and we are making arrangements that the training shall be more effective and complete.

5153. I should like to ask a few questions about the accounts you have submitted to us (*see Appendix XXVI.*) Now who makes your farm valuation?—(*Mr. Brooks.*) A firm of valuers at Grinstead.

5154. The basis of cost you say is £160 a bed per man. That is the capital cost?—Yes.

5155. Well, at 5 per cent. that would be £8 a year on each man, would it not?—Yes.

5156. That is, the cost of the capital account per man is £8?—Yes.

5157. Then I see in the current account the loss is £173?—Yes.

5158. And in the farm account the loss is £813?—Yes; last year was an exceptional year.

5159. Making altogether the loss on farm account and on current account £986?—Yes. That would not be regarded as an average year, I think.

5160. No, but I am simply taking these accounts as they stand; they represent, for the fifty-five men, a loss of £18 for each man?—Yes; of course, one has to say that there would have been some loss with any farmer last year.

5161. So that the loss on capital and current account per man would be £18 plus £8; that is £26, roughly?—Yes.

5162. In addition to that the guardians pay 10s. a week?—For a time; that is only for three months; they do not pay 10s. a week all the time the men are there.

5163. What do they pay afterwards?—They come down to 7s. after three months.

5164. So the guardians pay £20 a year?—Yes.

5165. It is clear that the loss on the farm account and training colony account amounts to £26 per man; if I want to get at the cost per man per year I have to add to that what is received from the guardians; if you receive also £20 a year, the cost of each man would be £46?—Yes, that would be the cost of each man. But I should like to say with regard to the loss of £813 last year on farm account that it would be very serious and misleading if that were taken as the average yearly loss. Last year we lost more money than all the other years put together on account of the season. The actual ascertained cost over an average of three years is £33 10s. a man per year.

5166. What do you think of the question of finance in a farm colony?—I think the human asset is the thing that is worth working for.

5167. Do you not think that a considerable amount of harm may be done by people talking about possible profits from farm colonies?—Certainly.

5168. Do you not think that we ought to be quite honest in these matters?—Certainly.

5169. And that a farm training colony is an expensive thing?—Not as compared with other institutions.

5170. No, but it is not going to pay its way?—Not under any management in the world.

5171. Is there any recorded case where compulsory labour has paid its way anywhere?—No. (*Dr. Paton.*) I think that there is one colony that does pay its way—it is in Switzerland, on the Lake of Neuchatel.

5172. All reformatory work must be costly, must it not?—(*Mr. Brooks.*) Yes, sir.

5173. And you would say that you could not expect a profit on your men's labour any more than you could expect a profit from the work of a school boy in school?—Certainly, as a training colony.

5174. Is that putting it too strong?—I do not think so; it is school work.

5175. You say in your memorandum that your cows do not give you the same yield of milk under your colonists' hands as they would under skilled labour?—Yes

5176. That means that your cows are not milked out?—That is so. A cow is so sensitive that it will yield more to one than to another; consequently, it is doing her injury. We protect ourselves a little against that by putting these men on cows which are not our best.

5177. That is to say you must have a bad type of cow as an instrument for training colonists?—You must have a cow going off her milk, one it does not matter so much about.

5178. Is that a sort of cow that a thrifty farmer would keep?—Oh, no, a cow which has been giving milk for seven or eight months.

5179. Would you trust a valuable cow or a valuable horse to one of your ordinary colonists?—No.

5180. That does not make for economical management, does it?—No, but the training is worth it.

5181. You admit that farm labour is an extremely skilled occupation?—Not only admit, but I am preaching it up and down the country.

5182. It is a diversified occupation?—It takes more to make a farmer than a lawyer.

5183. Do you ever find that your colonists eat the fruit?—Yes, we have a good deal of trouble in that way.

5184. That does not make for economical management?—It would be a little difficult to prevent; the German colonies wire all round their fruit garden, and, of course, it is best to do that, but it is another capital charge. It is the same with poultry, they take your eggs and all that kind of thing.

5185. It all means extra supervision and extra cost?—Yes, and extra plant.

5186. Do I understand from you that if you were running a training colony on a large scale you would have some industrial work as well?—Yes.

5187. Workshops?—Yes.

5188. That would be useful as filling up men's time and as a means for training certain of them?—Yes, it would have both advantages—there is a good bit of time that the men cannot work on land, especially on heavy land, not only on rainy days, but when the land is drying. Workshops too, are valuable for training and finding out a man's bent. That would be of service in making a skilled workman of him, and getting him interested in the work.

5189. Some men would be fitted for industrial work and others for agricultural work?—Yes; my idea in all this is to make as many farmers as you can; you are not competing with so many people; farm labourers are scarce in this country.

5190. In agriculture you do not come across the trades unions?—Not to the same extent.

5191. And you have a means of getting rid of some of your men in Canada?—Trained farm hands are wanted in Canada.

5192. Still, industrial work on a large scale would be very desirable?—Yes, very desirable, if not necessary.

5193. Have you seen the industrial colonies in Germany?—No, I have not seen Magdeburg and the others, I am sorry to say; I have only seen what they do at Bielefeld.

5194. What do you do with your produce?—Our work at Lingfield we think is well planned in a certain direction; that is to say, we have a man working in a measure for the children, a sort of ideal arrangement with some encouragement for them too. Then the colony is arranged in order that we may use all secondary materials at home and send our best to market. We have a very good local market for a considerable amount of produce.

5195. What do you mean by "secondary materials"?—Well, in apples, we will say wind-falls and wasp-eaten ones, and all that kind of thing, and any vegetables and things that rain has slightly damaged, and such like, but absolutely wholesome and good stuff. These things we consume at home, sending our best to market. We send a good deal to Grinstead, which we find a very good market; there is quite a large residential population there.

5196. Do you sell from house to house?—No, we sell to the shops; only a little from house to house. Then, of course, having a population of 200 people, we take a good bit of food at home ourselves, you see; we want all our own milk at home, that is why we keep a large number of cows. In the epileptic home the children do not have tea or coffee, so we want a good deal of milk; milk, vegetables and fruit, we want a good deal of, so we are our best customers ourselves for these things. Then we send to London what we cannot sell locally; and, of course, do not find it a good market often.

5197. Have you ever had any objection on the part of the producers that you compete with them in your sales?—No; of course, we have done so little of house-to-house selling, only a few private customers who know the colony, and at the shops we never compete in price; we never undersell. Of course, there are people who say that having public money to equip our colony, that is an objection of itself; but taking the class of labour, it is balanced in that direction; but we never undersell at the shops.

5198. Have you had anything like—I do not say a riot or a mutiny—but open insubordination among your men?—No, not open insubordination; we have had isolated cases where discipline was needed, and then it is a good thing that we are big fellows perhaps.

5199. You can keep the men in check with your own staff?—We have never called in the police once, or had any serious difficulty.

5200. You are aware that that is a considerable trouble abroad?—Yes, I should think so. (*Dr. Paton.*) A friend of mine at Bradford asked the same question, but when he looked up at Mr. Brooks, he said, "No, I should not think you would have much trouble." (*Mr. Brooks.*) But, of course, the ordinary spirit of the place saves all that.

5201. You mean that there is a sort of tone about the place?—Yes, which saves all that; I think we have never had a serious difficulty at all; I have had an individual case of refusal, and a fight, and so on, but nothing that we could not easily settle ourselves.

5202. Have you observed any indication of a sort of mischief which might be expected in a colony of one sex?—Oh, yes, in two or three forms; there have been two or three individual cases that have come to one's notice where one could not help but suspect, but we have had nothing convincing. There is self-abuse, of course, and those kinds of things, and there has been admitted abuse of one another, but not to any serious extent, such as, I was led to believe, was practised sometimes in such conditions. The comparative absence of this, I think, is due to play and work and food. We try to keep our men in a hygienic condition, that is to say, we supply all necessary kinds of food that would help to keep in health, and then with the work and the play, and the spirit and the constant supervision, we have had no serious cases.

5203. It is just a danger to be watched?—Yes, and should be watched, otherwise it would be a very serious thing.

5204. As to training colonies for vagrants, would you say that compulsory detention was necessary for this class?—Yes.

5205. Have you formed any idea as to how long that detention should be?—I think certainly no good would come out of less than a year, but I would give a considerable sentence and then leave great discretion with the director.

5206. Even though that director were a voluntary officer?—Yes, I would not have him unless he could do his work well; I would rather pay him than have an inefficient volunteer.

5207. A man should only be sent to compulsory detention by a court of law?—Yes, but I would suggest that he might be liberated without a court of law.

5208. Who would have the opportunity of releasing him?—The visiting justices, in association with the director, I should say.

5209. And what sentence would you propose?—I think for most of the vagrants, three years.

5210. Do you think that a purely charitable institution like yours would undertake compulsory detention?—I should not like it at Lingfield; but I should like to have some place where I could send some of my cases.

5211. You would prefer some one else to conduct it?—Yes, I mean you could not do it with such a class as mine; I think you would spoil some of the good work that is done; but we must have a compulsory place somewhere.

5212. For the lower class of colonists?—So that from the free colonies men could be sent to it. I do not say that I would not like to have anything to do with guiding such a colony; I do not say it for that sake, but I think it would injure the free colony.

5213. But supposing that you had to work a compulsory detention colony, what means do you think would be requisite for enforcing the detention; would you have walls?—Not necessarily, I think. There ought to be some care at night to keep them in; I do not think necessarily walls, or soldiers to follow them, as in some cases we have seen.

5214. As they have abroad?—Yes; I think with the vigilance of police in bringing them back, it would be enough.

5215. Do you think a distinctive dress would be necessary?—No, I would not have it, if I could avoid it; at any rate, I would try without.

5216. Compulsory detention would naturally increase the cost?—Do you think so; I question whether it need do that; it might increase the capital cost if we finally had to have walls. I certainly would try it without, because we are fairly well knit with our police, and if a man got away altogether he would get into another colony.

5217. He would get caught again?—He would get caught again; I would rather run those risks than have walls.

5218. Even in a populous country like this?—Yes.

5219. Do you get your men direct from institutions in most cases?—Two-thirds of them come from work-houses, the other third are from families chiefly, now and again drunkards; and a few cases where the magistrates have not wanted to send a youth to prison and have asked us to take him over. There have been three or four such cases, and they have been of very great value.

5220. Who pays for such cases?—The boys' friends.

5221. It is a friendly arrangement, perhaps suggested by the magistrate?—Yes, suggested by the magistrate.

5222. Do you think it is an advantage to you that a colonist should have come to you from an institution rather than from his own home?—No, it is not an advantage; he thinks he has certain rights in the institution and is entitled to get food and lodging and good puddings (like that fellow at Malling) without the kind of disciplinary exercise that he has to undergo

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with us; and it is a disadvantage in a measure that he comes from an institution to us. One would have wished very much that the colonists did not know there was any subsidy with them. (*Dr. Paton.*) I think I would just like to add one word there; the workhouse is the very opposite usually of a "workhouse." There is what you may call, not a sleeping sickness but a dawdling sickness, which prevails through the workhouse, and it takes practically some months to eliminate that dawdling sickness and train them to labour; and so far, I think, the workhouse is about the worst preparation for such a colony as ours that one could have, because in the workhouse there is not the discipline that enforces labour; it is the very opposite of a "workhouse."

5223. There are a great many workhouses in England—nearly 700, varying in population from, say, 30 to 3,000?—I know all the difficulties, for I have conferred with masters.

5224. What are your arrangements for medical attendance?—(*Mr. Brooks.*) We have now a lady doctor resident.

5225. Does she look after the colonists?—Unless there be a case of very special difficulty; then we send for a male doctor, but this is only this year; previous to that we had the doctors out of the village visiting us when they were requested, not as medical officers, but visiting as they would a family.

5226. (*Mr. Simpson.*) Supposing a labour colony was established for the compulsory detention of tramps, would you have any objection to take at your training colony any of the more promising of those tramps?—I do not think it would be well, because quite a number of our men resent being associated with men under sentence. We have been careful to avoid ex-criminals, as a rule, in Lingfield, and that would look in that direction. I should not have objection, but it would be difficult to rule where the men had objections. These men, poor creatures as they are, say: "Well, we have never been in gaol" or "We have never been before a magistrate," or something of that kind.

5227. Any graded colonies, such as you suggest, would all have to be quite distinct from the voluntary colonies, in your opinion?—Yes, I think so.

5228. (*Sir William Chance.*) The idea of the colony at Lingfield came from the German colony, did it not?—Yes, Miss Sutter wrote her book on the colony at Wilhelmsdorf, and that book really suggested it. (*Dr. Paton.*) I think also that Lord Meath's articles in the "Nineteenth Century" first suggested the whole matter to myself and one or two others who were interested in this question, but the movement as a whole certainly obtained great impetus from Miss Sutter's book.

5229. You conduct the colony on the same principle as in Germany?—(*Mr. Brooks.*) So far as religious inspiration and instruction are concerned and so far as the staff is concerned.

5230. You have a staff consisting of what you call Christian Brothers in the colony?—Yes.

5231. And that also was copied from Germany?—Yes, these men are being trained to do work of this kind; and if you have outdoor colonies for vagrants you will want a new kind of man to manage them. The workhouse official would bring the workhouse spirit, and the workhouse spirit would not do.

5232. Do you think a sufficient number of trained men could be obtained if colonies such as you propose should be established for vagrants?—I think we could get valuable men, but there are not enough trained men at present for the purpose.

5233. Would you propose to have a training college for these Christian Brothers; how would you get the supply that you want?—We are doing that at Lingfield on a small scale. It is a training institution for these Brothers.

5234. Do you think you could train these men there to render them fit for other colonies?—Yes, some of them would be fit.

5235. Not only for yourselves, but also for other colonies?—That is our idea. We attach great importance to the training of men for this larger field of service.

5236. If the colonies are to be regenerative in any sense?—Yes.

5237. About 44 per cent. of your colonists get independent positions?—Yes.

5238. But do you keep records of them?—As well as we can; it is comparatively few that we can get to write to us.

5239. What proportion of the 44 per cent. have you got actual information about as to how they are getting on?—Certainly it is not more than 10 per cent. of them that we have any direct connection with; we cannot keep it up anyhow.

5240. That means really that it is about 5 per cent. of the whole number of your colonists of whom you have any knowledge that they are practically self-supporting?—Whom we are in actual touch with, or have any correspondence with, not more than that; it is impossible to get it. (*Dr. Paton.*) We have in a sense a guarantee in that they are not returning to us from Canada, in addition to the fact that we are in actual correspondence with a few.

5241. Does that 44 per cent. include those who have gone to Canada?—It includes them, and with regard to them we have this guarantee that they have not been returned to us as they would be if they were on the rates in Canada.

5242. The 5 per cent. does not include those?—Oh, no.

5243. How many went to Canada last year?—(*Mr. Brooks.*) Twenty-one, I think, went to Canada from both colonies last year, and twenty-five are going this year.

5244. Is that emigration to Canada increasing, do you think?—I do not know that it is increasing generally. So far as we are concerned, it is not simply sending them to Canada and dumping them down there; the Self-help Emigration Society in London is much respected in Canada. I took a number of emigrants there some years ago and was told that the Self-help Emigration emigrants are valued there; we always send through them and we never leave go of our man till he is employed in Canada, so we know he gets work there to start with; we know he gets a position there.

5245. I understand that you would not approve of the establishment in England of institutions like that at Mexxplas?—Not as it is, certainly.

5246. It is practically a prison?—Yes.

5247. And a prison which will not bear very favourable comparison with some of our English prisons?—It does not bear comparison with them.

5248. You suggest that the casual ward should be abolished?—Yes.

5249. Do you understand well the casual ward system at present in force for dealing with vagrants in England?—I cannot say I understand it perfectly well, but I know of it, of course, and I would suggest a compulsory colony, and then that the casual ward should be abolished.

5250. Do you intend that the colonies you propose should replace the casual ward as at present existing?—As one of their services, yes.

5251. Then possibly you might wish to see the present casual wards reserved for other purposes?—I really have not studied how they could be utilised; their purpose would be gone, I think.

5252. We have had evidence before us that a certain number of vagrants visiting the casual wards are people *bona fide* in search of work, not the professional vagrant class that you would want to send to a colony?—Yes; the labour colonies should also be labour bureaux; then you would deal with that class that you have mentioned, too.

5253. How are these people to get to the colonies; are there to be colonies established in every county?—If your *bona fide* seeker of work were offered employment in the colony and would not take it, I would then treat him as a vagrant; I would offer him work first.

5254. Before you can offer him work he must get to the colony, and it is probable that the colonies would be a considerable distance apart. There might be a difficulty in his getting to the colony. Then there is the man who is travelling, whom you would want to help on his road?—The colonies might have rest houses for them in places to pass them on.

5255. Have you considered the question of relief

stations as they have in Germany?—In a sense it would be a good thing to have a relief station in association with the colony.

5256. Then as I understand it you think a relief station is necessary to carry out the colony system?—It would be a desirable twin purpose.

5257. Would it be possible to utilise the casual wards as relief stations?—It might be.

5258. If you abolish the casual ward, should there not be some substitute for it?—As a casual ward it serves a very poor purpose now, I think. (*Dr. Paton.*) I think a free colony is almost a necessary part of that general system for the working man who is seeking work and who should be allowed to go from one relief station to another. If he cannot find work at the different relief stations to which he goes, then I think that the free colony is always necessary in order that he may go and get work there if he cannot possibly get it elsewhere; I do not see any other outlet.

5259. But, as I understand it, you do not want a free colony for these people, you want a labour colony to which they can be absolutely committed?—That is one of the difficulties.

5260. We are dealing with the vagrants now. You are rather thinking of the ordinary unemployed in your free labour colony; as I understand it, you distinguish between the free labour colony for the ordinary unemployed and the labour colony for the vagrant?—(*Mr. Brooks.*) That is a distinction that is essential.

5261. Under whose management would those labour colonies be?—I have suggested three or four forms; for instance, where charitable people start the work with subsidies from county councils or boards of guardians, or as in workhouses or prisons, where the State, directly or through the guardians, county council, or municipality, provides everything, and, therefore, manages the colony. There are three forms in which colonies can be started, but these tramp colonies would have to be managed by the State, I think.

5262. Managed directly by the State?—I think so.

5263. By officials?—(*Dr. Paton.*) I think this may be necessary. At the same time I do not see why charitable people might not be allowed to try the experiment with the assistance of the county councils or the boards of guardians or any other authorities that are appointed. That method is, I may say, adopted in Newcastle; there are two institutions there that are receiving assistance in capital expenditure from the educational authorities; and in Lancashire an institution for "defectives" is being assisted by education authorities in Cheshire and Lancashire. I think that system might certainly be extended; it would be an advantage, I think, to try the two methods—one by State management, and the other in which the management would be by persons who are taking up this work from a philanthropic or religious point of view, but who are being assisted by local authorities in regard to capital expenditure as well as in regard to maintenance. Of course, the authorities that gave assistance of this kind should be represented on the committee of management, but the committee of management would receive a good deal of its inspiration from the same feeling which has given rise to Lingfield, Starnthwaite and Hadleigh; and I think it would be of the greatest possible service to have examples of both kinds in the beginning of this great work, so that we may see which really works out the most advantageously.

5264. Then you think that these labour colonies for vagrants must be conducted by officials under the State, but also that it is desirable that voluntary effort should make the experiment?—I think an example of both would be of the greatest value, and I should not like to go very greatly or deeply into this matter until we had proof of what either method would accomplish.

5265. Have you ascertained the number of vagrants on the roads?—(*Mr. Brooks.*) I have not ascertained that.

5266. What I mean is, they are a very considerable number, and it would mean several labour colonies being established, if you are not to make them too large?—Yes, that is so.

5267. How are the women and children to be dealt with;

what would you do with them?—In so far as Lingfield is concerned, it is remarkable how free from that difficulty we have been. The woman can get a better living apparently without the man sometimes; for two reasons: first of all he is a shiftless fellow, and she can get on better without him; and secondly, the conditions of labour are such that a woman is cheaper in business and the man is ousted, and the woman gets a position; she can get a position charring while he cannot get work, and so on. We have really never had the difficulty of the women to face once, all the while at Lingfield; it is rather a remarkable thing to me. They certainly would have to be dealt with in a very different way in the labour colonies.

5268. Then you think that question would settle itself if you got hold of the men; that very likely the women and children would be able to look after themselves, and perhaps be much better off through not having the men with them?—That certainly seems to be the experience at Lingfield. (*Dr. Paton.*) I think we have also the feeling that it might be quite necessary that the woman and her children should be taken probably to the workhouse.

5269. (*Captain Showers.*) I think I understood you to say, Mr. Brooks, that if a man does not behave himself you cut down his food?—(*Mr. Brooks.*) Yes.

5270. I see you have a very generous menu daily at your colony (*see Appendix XXVI.*); what part would you knock off?—I should knock off quality; I should knock off sweets, and so on and give him simply porridge and bread. I should knock off tea too; I should only give such a man water if he would not work.

5271. For how long a time would you do that?—Until he behaved better.

5272. Do you not think the man would become weaker in consequence, and perhaps not be able to do his work, the 9½ hours digging?—He would be able to keep on, though he would not be able to do so much perhaps. Bread and water is a very succouring diet after all, and he would be able to keep on; but I would give him no tasty foods.

5273. If the man had been with you some time, and had been fortified by the substantial diet, which you give as a rule, it would take perhaps a long time before he broke down?—It would take some time, of course, but he is not going to hurt himself like that; the amount of work that these men do is not going to hurt a man; he would not hurt himself however you fed him.

5274. In prisons, when men are put on bread and water they do no work at all?—I did not know that.

5275. It is so. I suppose on the principle that a man is not in a fit state to do work when he is on a bread and water diet?—I was rather basing my views on the experience of a Dutch colony where the man has simply black bread and water for a time, and he has to work on that.

5276. Well, they could not keep on very long on that diet, I think?—No, most likely not.

5277. Referring to the return you have furnished (*see Appendix XXVI.*) I see that in 1903 two colonists were dismissed for misbehaviour and incapacity, while in 1904 there were thirteen of such cases?—One reason is that there were fifteen more men in the colony in 1904 than in 1903; and the other is that men vary; we have a better type of man sometimes than others.

5278. It is rather a large percentage on the fifteen extra men to have the difference between two and thirteen, is it not?—Yes; it is possible that there was some reason—four or five being dismissed at once; I did not look into the particulars. In 1903 twelve absconded as against five in 1904.

5279. What do you mean by "incapacity" as a reason for dismissing a man?—Intellectual incapacity; sometimes people send imbeciles. Guardians have not been quite wise, and at times have sent us men that were really imbeciles.

5280. Are those who are dismissed on account of incapacity sent back to the workhouse?—Yes.

5281. They are not left to their own resources?—Perhaps, if the man happens to be an inebriate; sometimes an inebriate comes in in such a sodden condition, quite utterly deteriorated, that we cannot do anything with

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Rev. J. L. Brooks and him; then he would not be sent to the workhouse, he would be sent back to his friends.

Rev. J. B. Paton, D.D. 5282. It is clear from what you say that the gardening work on the colony is not a paying business?—Well, it is very difficult to make it pay by skilled labour now, and by these men it could not possibly be made to pay.

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5283. A plough and a couple of horses would do more work in one day than probably all your colonists could do in one week?—Yes, very likely.

Dr. Paton Examined.

5284. (*Chairman.*) Dr. Paton, you are, I believe, the chairman of the executive council of the Christian Social Service Union?—(*Dr. Paton.*) Yes, sir.

5285. Are you resident at Lingfield?—No, I reside in Nottingham; I was very much concerned in the founding of the Lingfield colony.

5286. Do you frequently visit Lingfield?—Yes, I do; not so much of late, since it has got into order, but at first I visited it frequently.

5287. You have heard the evidence given by Mr. Brooks; do you agree in the main with that evidence?—I do entirely; though I venture to make one or two criticisms or exceptions, and if you like I will state them now.

5288. If you please, I think that will be best?—Mr. Brooks has indicated that in any colony that is founded for vagrants there must be classification, because you will find that among the vagrants there are people of very distinct types who cannot and ought not to be associated together in the colony. Probably you will find that you will need to classify in a vagrant colony at least into two classes so far as regards character; you will find those who are somewhat insubordinate or of the type of the rogue and the vagabond, and you will find others who are vagrants because of some mental or moral defect but who are not quite criminal, or even, I may say, approaching to the criminal class; and I think it would be a great misfortune that those two classes should be associated together; they may be in one colony, but they ought certainly to be separated in that colony.

5289. In what way would you separate them?—I think as in Germany, one principle must be paramount, namely, that character counts in every respect, not only in regard to the classification, but with regard even to the discipline; and so I think you will find there are two classes that will have to be separated either into distinct colonies or into distinct apartments at the one colony; one class will be those that are criminal, those that have been perhaps in a prison and who are ex-convicts, or who are known to be somewhat vicious in habit and character; and the other class will be those who are mentally and physically defective, and who therefore have to be treated in a somewhat remedial manner. I know that it is not a very easy matter, and yet those who have experience in this say it is not so difficult. In Germany evidently they regard it as a very crucial matter, and they do not seem to find much difficulty in distinguishing between these two classes. Then Mr. Brooks has indicated—and I think this is most important—that with regard to each of these classes there ought to be a further classification. That is to say, that by good behaviour one can rise from a lower grade to a higher. Now, there I venture to make a suggestion somewhat different from my friend Mr. Brooks, whose opinion I value very much in these matters, because he has had practical experience, such as I have not had; but still there is one principle which I should like to commend very much—it is the principle which is adopted in Elmira and in other reformatory prisons in the United States of America, and also in Toronto. Mr. Brooks would let all enter on the lowest plane, what he calls the labour colony, and then let them rise to two other grades—he has two promotions. I would venture to suggest that instead of this it would be better to let them enter on an intermediate stage, so that they will not feel when they enter the colony, that it is so horrid a place and so like a prison. I presume that the great idea which will inspire this movement is that of reformation. We are not simply wanting to punish, we are not simply wanting to segregate, we are wanting to reform. I must say that my whole interest in this movement arises from that; and I believe that in the most sordid and the most degraded there is a something that will respond to

wise treatment, and I hope in all that we do we may seek to act upon that principle. That being so, there are two elements with which we have to work: the one is the element of fear and the other is the element of hope. If the man, on entering, goes into the intermediate stage, I would suggest that he might be put into a lower stage if he is insubordinate, if he breaks the rules, or if he is neglectful of order. There are many reasons which might be given for which he should be degraded, but there should always be the possibility of re-emerging into the intermediate grade again as soon as he shows that he has mended his ways. Then I think that from the intermediate stage there ought also to be promotion into a higher on good conduct; so that I would bring into exercise both those influences, the influence of fear and the influence of hope. I think that in that way you can bring reforming influences more vividly and powerfully to work.

5290. Do I understand that you would prefer to have separate institutions for what you call the lower grade of men and the higher grade, or would you have them in the same institution, but with different treatment?—Well, I think that that might be a matter of convenience or expediency. I do not think that I need lay down a definite rule in that matter. I think in one institution it would be quite possible to have the three grades of which I am speaking; and indeed, it might be to some extent an advantage, because an inmate would have in proximity to himself people who were enjoying better advantages than he; but that is a question upon which experts differ, and I really have not the knowledge that would allow me to give anything like a worthy judgment.

5291. Is anything of that sort practised in the foreign institutions—in the Belgian colony?—They all have a system of promotion.

5292. I mean, if they receive an ex-convict, do they put him into a special class, and does he associate only with men of the same class?—I understand the lowest grade at Merxplas consists very largely of ex-convicts.

5295. Have they different quarters for that class?—They are quite separated. The lowest class are kept absolutely separate with regard to bed and board and work. They are not allowed to come into any association with the others. I think it is almost one of their ruling principles, that those in that lowest grade shall be kept wholly apart, in order that their bad influence may not spread over the whole colony; and I think that is a principle which ought not to be ignored. All that I have ventured to say is that I think it would be well, in the discipline of your institution, to allow that the men should be degraded for certain reasons from the position at which they entered into it, and that they should be able to rise from the intermediate into a higher. Of course, if they are degraded into a lower, they should be encouraged and helped in every way to rise as soon as possible into the intermediate grade from which they have been lowered.

5296. Who should be the judge of the time when the promotion should occur?—The director, and I think there ought to be definite rules, as in Elmira, indicating the reasons for the degradation and the promotion. In Elmira they have very distinct rules indicating what will lead you to go down or to go up. Then another point I would suggest is that in connection with a vagrant colony the parole system which now prevails in America should be adopted. Mr. Brooks speaks of permission being given for men to leave the higher grade of colony which he calls the training colony. It seems to me that in any colony in which compulsory detention is in force, so long as a man is a colonist you cannot allow him to leave that colony. It seems to me that the whole principle is violated if you allow him to leave that colony as though he were a free man; so long as he is in that colony, I think he must be compulsorily detained in it. I think that the principle of parole is one which would appeal to a great number of colonists, awakening them to the desire for a better life; and the parole system which is now very largely used in America, would, I think, be specially suited to a vagrant colony. That is to say, that a man would be allowed under certain conditions, because of his good conduct to leave on parole, and that there should be a parole officer who would keep in close touch with him during the whole of the time of his parole, and

that he should be, of course, at once returned to the colony, and perhaps even punished, if he breaks his parole.

5297. As I understand, you would not depend upon the man's good faith in the parole; you would have somebody to look after him?—Yes, the parole officer.

5298. You would have a parole officer; you would not depend upon the man's honour?—Not altogether; but the parole officer would act as a guardian to remind him of his pledge, and to assist him.

5299. The idea of parole is that you depend upon the man's honour that he will keep it?—I think it is necessary that he should not be under the police as though he were a ticket-of-leave man. I think it should be a special officer who would encourage and help him.

5300. Can you tell me if these institutions in America that you spoke of, Elmira and so on, take in men of the same class as what we call here vagrants?—They take in a worse class; they take in criminals.

5301. But they do not necessarily take in vagrants?—No.

5302. Those institutions are more like a reformatory than a labour colony for men who have arrived at their condition of destitution possibly by accident and not by their own fault?—Quite so.

5303. That is a very different class of men to the convicts you are referring to in the Elmira institution?—I venture to say that still more, therefore, the principle of parole might apply to the vagrants. If it is possible to apply that principle to criminals such as are received into these reformatory prisons in America, it ought to be still more possible to apply it to vagrants in whom we might hope to introduce some improvement within two or three months. I think the parole principle is one that would be of the very greatest value in connection with vagrant colonies.

5304. I think you have already said that you would be in favour of giving the men an opportunity of rising into a higher grade when they have shown themselves to be worthy of that promotion?—Yes.

5305. I believe you have some acquaintance with the practice in the Frederiksoord colony in Holland?—I feel that the principle adopted in Frederiksoord is one of the greatest importance to us in England at the present time. I think the condition of England is one that you have to consider in dealing with this problem of vagrancy. Our population is wage-earning and industrial to a very large extent. When people are settled in agriculture they are to a large extent stationary, but under the new conditions of our industrial life a great number of our population are necessarily migratory; the words "fluid" and "mobile" have been used in connection with industrial labour; it is a necessity under the modern conditions of our industrial life. I think therefore it is of the greatest importance that we should increase as far as possible the number of those who are stationary. The value of Frederiksoord is that it allows men who have been in the vagrant colony, and others, who not being vagrants, but because they were out of work, have been to the free colony, after they have been trained to agriculture, to be settled upon the land under conditions that, without the taint of pauperism, enables them to become freeholders or at least holders under permanent tenure.

5306. Is there land at Frederiksoord upon which these men can be settled?—Yes, thousands of acres.

5307. What is the acreage?—Some 3,000 acres, I believe.

5308. And how many men have been settled upon that land?—There have been over 160 men and their families.

5309. Has that system been found successful?—Yes; so much so that in Germany they are now beginning, in regard to two or three of their free labour colonies, to develop the same principle; that is to say they are now establishing *Heimath-Kolonien* or homestead colonies; so that those who have passed through the labour colony and received training there may settle on the land.

5310. I suppose those men would be of the better class; men who have not been convicted?—Yes generally, but not necessarily. I think it is a weak point in the Frederiksoord system that they have used it simply as a method of relieving destitu-

tion. Now I think that is wrong in principle. I think that such a colony is not for the relief of destitution; it ought only to be for families of men who have proved themselves to be thrifty and industrious, and who are likely to be successful peasant farmers or workers.

5311. Now I think you are prepared to give evidence with regard to the prevention of the increase of vagrancy and to make some suggestions?—If you will allow me I will be very glad to lay some points before you, which have been very much before my own mind whilst I have been making enquiry in regard to this question. A great number of vagrants have begun their vagrant life as working men seeking employment. I received this morning some rather striking figures from Gateshead, showing that out of 108 men in the workhouse last week, 43 were skilled or semi-skilled workmen. Two days ago I went to see the master of our workhouse; both confirm what I have learned otherwise—that many of our almost hopeless vagrants were men who had been out of work and who went at first into the casual ward because they were on the tramp seeking work. After a week or two they got to think that it was more pleasant to tramp without work than they thought it was. The master of a workhouse tells me "the first night they think it is very bad in the tramp ward, but after having been a few nights there they do not seem to think it is so very bad."

5312. In what way would you prevent the increase of vagrancy among this class?—Well, there are three methods I would suggest. The first is a national and organised scheme of labour bureaux that are in communication with one another, the abolition of tramp wards, and the provision for *bona fide* working men who are travelling to seek work, of suitable accommodation in workhouses for which they would pay by work done at times that would not hinder their going out to seek work. The second is to find opportunities for men who are past their prime and for the less efficient workmen to continue their work in their workshops on reasonable terms. These men are now dismissed from their employment because they cannot earn the full wages earned by their more active and capable fellow workmen. This evil has arisen from the fact that trades unions will not allow an employer to give less than the ordinary trades union wage. Now, I think an arrangement to obviate this evil could be made with the trades union leaders. I have conferred with one or two of them on the point. They are quite right in insisting that the average wage of the trade in a district shall be the wage that represents the work of a capable effective man; but I think the difficulty could be met by allowing piece-work to the older and the less efficient man, so that he is not to be paid by the day, but by piece-work; or the trades union might allow him to work for fewer hours and receive a less wage in proportion. I believe that some of the best trades union leaders would be quite prepared to reconsider that question. The third method that I recommend is to endeavour to develop in this country a system which is in force on the Continent among factory workers in Belgium and France at the present time. It is this, that the workman should be encouraged, even when he is in full work, to have his large garden or his small holding, so that when he begins to fail in work, and cannot do the work of the factory, he should still have his plot of land upon which he could earn at least something that would suffice with what he receives from his trade union.

5313. That, of course, would depend very much upon the circumstances of the locality?—I may say that in localities that seem to be the most difficult and even impossible, these allotments can be found. For example, if you look at the reports of the Vacant Lots Associations in Philadelphia and Detroit, it is wonderful to see what has been done even there; and I have known three men working at Doulton's factory in Lambeth who went out on their bicycles 4½ miles to cultivate their garden allotments; but I quite allow that it will depend to some extent on the locality, and that is one reason why one delights to think that in France and in Belgium at the present time industries are being set up much more frequently than formerly in villages, so that the workers are able to work upon the land more conveniently than they could in a large town.

5314. If there was a large factory or workshop in the middle of a large town it would be almost impossible

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for the men to get gardens or allotments?—I live in Nottingham, and the city is surrounded by garden allotments. I believe if these were developed it would contribute, at any rate, to a great abatement of this source of vagrancy.

5315. I think we are almost getting beyond the lines of our Inquiry. But, on this point, would not the better plan be to encourage the working man to lay by, week by week, when he gets good wages, and in that way provide for himself when he reaches a certain age?—Yes, I think that the methods of insurance against unemployment, which are in force in many places on the Continent, especially in France and Germany, might be very greatly developed in this country.

5316. I think you have something to say with regard to the manner in which vagrancy has been dealt with in Westphalia?—I should like to refer to a pamphlet which has just been published by Pastor von Bodelschwingh, entitled *Wer hilft mit*, showing how the system of relief stations in Westphalia has tended to reduce vagrancy there. I think that arrangements should be made in this country as are made in Germany, for the working man who is out of work and is seeking work. If we provide something in the way of relief stations and do not let him go to the tramp ward, then a great deal will have been done to remove one of the chief causes of vagrancy in our country; and I think in any system of relief stations it will be necessary to have a free labour colony, so that if the man cannot possibly find work at any of these stations to which he goes and where he will be helped in every way by labour bureaux, he can then go to the labour colony.

5317. Of course, it would be a considerable item of expenditure if you had to provide fresh institutions to serve as relief stations?—I think that every workhouse in the country might be used for that purpose. I mean that a department of the workhouse might be made available for such a man, where the conditions would be better than in the present tramp ward. The man might be received there on bringing his identification card and some proof as to what he was seeking and where he was going, and he should be received and helped as in the relief stations in Germany; I think it could be done without any expense whatever.

5318. Then I understand from what you say that you would be in favour of something in the nature of a way-ticket?—I think it is absolutely necessary; you cannot have the relief stations without it, and I think that that would at once stop one of the greatest sources of vagrancy in our country.

5319. Are you in favour of having a way-ticket, Mr. Brooks?—(Mr. Brooks.) Certainly.

5320. Have you anything further to add?—(Dr. Paton.) There are three other points which I should like to name very briefly as causes of vagrancy in our country, and which I think should be considered. One is the men who are discharged from the Army. You take men into the Army now, at eighteen or nineteen years of age, just as they are beginning really to learn their trade, if they have got one, and you take them for seven years. By that time they have lost pretty well the trade they were beginning to have in their hands. Others of them are taken perhaps from agriculture; in the Army they forget a good deal of their farming knowledge, and perhaps get a new taste, so that they do not care to return to agriculture. It has seemed to me that it would be quite possible to have workshops and a small farm in connection with the barracks, in which the men, whilst they are in the service, could spend one hour a day or so in labour that would continue the sort of knowledge they had of their trade when they entered the Army, and would continue their interest and exercise their skill in agriculture after they entered the Army. I think it might be possible to do all that is required by having technical schools, or agricultural schools with small gardens or farms attached, which would be sufficient to keep alive in the soldier the knowledge that he had before he entered the Army, and would thus enable him, when he left the Army, to get employment. At the present time men leave the Army and have difficulty in finding employment. I have evidence here from several masters of workhouses that they constitute not a small element of the vagrant class; it seems to me that when the country has used these men for seven years

in the most important period of their lives, something ought to be done to ensure for them a better life than a vagrant life when they leave the Army. And I am also quite sure that something could be done that would not only be of advantage to him when he has left the Army, but would be of great advantage to him during the time that he is serving. The second point I wish to bring forward is this—and I think it is a very serious matter—that a prisoner, when he leaves prison, is practically excluded from work, because he has lost his character, and people do not like to employ him; I cannot but think that it would be possible to give an opportunity to an ex-convict to enter a vagrant colony at once, so that by his work in that vagrant colony he would be able to expurgate himself from the reproach that he was a convict. He ought to be able to leave the colony with credentials that would ensure him employment. Thirdly, I should like also to say that the boys that we have at Lingfield would probably have become vagrants if they did not prefer to be inmates of the workhouse. In a pamphlet on the Unemployed I have shown that there are many youths of that class and of a yet better class that are growing up in our cities, without any definite employment whatever, who might be apprenticed in training schools or training colonies by which they would be enabled to earn an honest livelihood in life, which at present is almost impossible for them.

5321. (Sir William Chance.) What are your ideas as to the treatment of the children of vagrants?—I think that the children of vagrants, with the mothers, might be received into the workhouse if they are not able to do better without the man than with him; but, as Mr. Brooks said, they would probably be able to maintain themselves independently when the husband and father is in the vagrant colony. In Germany I find that in some colonies when the men begin to earn money part of that money is sent to the wife and to the children; and I think it would be a perfectly right thing, if it were found that the work of the vagrant in the colony was of more value than his keep, that then his money should be sent to the wife and the children. And in Germany the idea of the *Heimath-Kolonien* is being developed, that is to say the vagrant is being trained to establish a home for himself on the land in which the wife and children could join him. I must say that I think the essence of this whole problem lies here, to get more people somehow or other settled on the land, not only for the sake of the vagrant himself, but for the sake of our nation, so that our people will have more of the physical vigour and sturdy character that you can only develop in country life. For to have the great industrial mass of our people—nearly 80 per cent.—congested in urban life is a sort of monstrosity which is bound to breed the evil of vagrancy.

5322. You do not think anything can be done under the present system without some radical change such as you propose?—I am quite certain of it. It is not a matter of mere surmise, for I have looked into this question for many years.

5323. (Dr. Downes.) At what stage of the vagrant's career would you send him to the labour colony?—I would follow Sir John Gorst's Bill of last year. Our present system of sending vagrants to prison is the most costly system that you can devise, and it is the most stupid that you can think of. If the man may be sent to prison, surely, *prima facie*, that is sufficient reason for sending him to a vagrant colony, where he will be trained to a better kind of life; and I think therefore that the same indictment should be made with a view to sending him to a colony as to prison. The precautions given by Sir John Gorst in his Bill I would like to emphasise here, because I think that perhaps that was not made quite so clear by Mr. Brooks. I should have no idea of sending him to a vagrant colony by mere summary jurisdiction. I think Sir John Gorst's Bill has put that matter as clearly and concisely as it could be put. I would venture also to say that I think three years is rather too long a term of detention. Mr. Brooks has spoken of three years, but it seemed to me that was rather a long sentence, and if we were to adopt the reformatory methods and the influences that we ought to adopt I think two years might suffice; but I should like to give a power of parole at a much earlier period, so that a man should not feel that he was being given a cruel sentence.

FIFTEENTH DAY.

Wednesday, 10th May, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. W. CROOKS, M.P., called; and Examined.

5324. (*Chairman*.) I think you are aware that our Inquiry is into the present condition of vagrancy, with a view to finding out whether it is desirable that there should be any amendment in the law. You are, I believe, chairman of the Poplar board of guardians?—Yes.

5325. Have you held that position long?—I have just been re-elected for the eighth time, I think.

5326. Your union is a large and a very poor one, is it not?—That is so.

5327. Can you say what is the average daily number of casuals you have in your casual wards?—We are full every night. I really forget what our accommodation is, but we have to turn applicants away; I will tell you what I think is the reason for that directly.

5328. I find we have the numbers which your wards accommodate: there appear to be separate cells for forty-nine men, seven women, and three women with children?—Yes; I have no doubt that is so. There are very few children; we never get more than one or two in a week.

5329. Now, when a man comes in how long does he stay in the casual ward?—He is there twelve hours; we turn him out at six o'clock in the morning.

5330. The next morning?—Yes; unless he is a man whom we are compelled to detain under the law—that is to say, a man who has visited us previously within the month; then we keep him, but whenever we can discharge a man at six in the morning we do so.

5331. And the same with women?—Well, we are not so particular about the women unless they appear to us to be of bad character. We do not get many women.

5332. If you discharge the men at six, they do not do anything in the way of a task?—No.

5333. But those whom you detain longer than one night, what task do they perform?—Well, we put them at scrubbing floors, or polishing brasses, or work of that character.

5334. You do not put them to stone breaking or wood cutting, or anything of that kind?—No; and I think that accounts for the large number of casuals that we get. On the other hand, the feeling of my board is that if these men are *bona fide* workmen, the best way to help them is to turn them out at a time in the morning when they can get work.

5335. Quite so?—Still, I do not think that has been an absolute triumph. I have had a deputation wait upon me—not of casuals, of course, but of persons who had seen the men turned out at six in the morning—or earlier—and they have said they did not think it quite the right treatment to turn these men out in the wet. Whatever you do, it seems you are always liable to have some criticism of your action.

5336. Before you turn them out, do you give them anything in the way of breakfast?—Oh, yes.

5337. What do they get?—They get gruel and bread.

5338. A man always leaves with a full stomach?—He always leaves with a meal. The regulation of the place is that we have three officers doing eight hours each, so that we are able to prepare during the night the breakfast for the morning.

5339. Only those who are detained longer than one night have any task?—Yes, those whom we are obliged to detain under the Order.

5340. Now, when the men come in, are they searched?—Yes, always.

5341. And bathed?—Yes; they are bathed almost immediately.

5342. Is that an invariable rule?—It all depends on what time a man comes in; if he gets in fairly early, he has his bath and then his meal; if he gets in late and there is room for him, he gets his meal and then his bath.

5343. As a rule, is any money found on these men when they are searched?—Very little indeed; it only amounts to pence and halfpence.

5344. What is the class of man who ordinarily comes to you: can he be called a working man?—I certainly should not put them down as an ordinary class of workmen at all. I sometimes go into the ward and talk to the men, and I am bound to say that what you would call men in search of work are rather rare, except that they all declare that they are in search of work; the man whom you really could believe was trying to find work is very rare.

5345. That agrees with what we have heard from other witnesses, that the very large proportion of the men in the casual wards are not really in search of work?—I do not think it would be much more than 1 per cent. for men who are really employable and who are really trying to find work.

5346. We have been told that to say 3 per cent. in London would be putting it rather high?—Yes, it would be higher than I should say.

5347. With your knowledge of working men, do you think the present system of casual wards is a satisfactory way of dealing with vagrants?—I do not think it is by any means satisfactory.

5348. If you had to legislate with regard to these men, what line would you take?—If I were legislating for this class of men, I should endeavour to satisfy myself, or get someone to satisfy himself, that these men had been for a time on the road, and to find out as far as possible—it is a little difficult I admit—the antecedents of the men and what they had really been doing. Then I should begin to classify. I should take the able-bodied vagrant who goes to the casual ward, and whom you may expect in the ordinary way to be put to a task of stone breaking or wood chopping, or oakum picking, which is no deterrent to him—he does not care; such cases might be called one class. Another class would be the men who go to the free shelter or the Church Army, and it seems to me that a very large percentage of those men are not employable for a moment.

5349. Owing to physical inability?—I mean owing to a general break-up in consequence of not having proper regular food and proper shelter. As regards the first class, I should try to organise a farm colony. The name “farm colony” is getting now rather hackneyed; it has taken the public taste for the moment, and it rather stands the chance of being spoilt if we are not very careful what we are doing.

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 5350. I quite agree with you?—And why I want a farm colony is this. If a vagrant comes to us for relief we can say, "Very well, you pass through this ward; but we have got a record of you; we intend to know where you are going and what you are going to do; if you become a burden more than three times anywhere, unless for satisfactory reasons, we shall send you to the farm colony." This would, to my mind, put down begging, and people would be able to say to a man on the road, "Do you want work? Very well, here is the place where you are to go."

5351. I daresay you know of the Gloucestershire way-ticket system. What is your view with regard to it?—I read of it some years ago; but I realised when I knocked about Gloucestershire a good deal, that their system does not get a grip of the whole thing, because although they give a ticket to go on to a police station, and from a police station to some other place for food, it does not prevent these men begging, and it does not prevent people on the road helping them, and it never will while human nature is what it is.

5352. Naturally; but we are told by the Gloucestershire people that it has some effect. As you know, they distribute leaflets to all the householders?—I know; I have seen them.

5353. Their ticket entitles a man to a meal of bread in the middle of the day, and does away with the necessity for begging?—Notwithstanding that fact, their casual wards get full.

5354. Of course, if a man is going on his way he has, more than ever, a right to go into the casual ward as long as his ticket is a good one?—Yes. You recollect the epidemic of smallpox a little while ago; well, they kept away from the wards for a bit, but when it died down the casual wards were very full again and everybody attempted to come late because they then got their pence to go and get a lodging somewhere in the town.

5355. Would not the one great advantage of the way-ticket system be that you would be able to identify the habitual vagrant better than you can at present?—Yes. I think an extension of that system for identification purposes would be excellent.

5356. It has been suggested to us that the way-ticket should be made general; it is of very little use to have it in force in two or three counties only. Do you agree that if it were made general it would assist materially in the identification of the habitual vagrant?—Yes, I agree.

5357. Then as regards London, how do you think that system would answer. We have heard that there are a large number of men in the metropolitan area wandering from place to place. Some days they will pick up a few shillings which will keep them in a common lodging-house for a day or two, so that they need not go every night to the casual ward?—I think the system would ultimately be successful; we should be cheated for a good while, but eventually it would be successful.

5358. If it were strictly enforced?—Yes, if you had a perfect system.

5359. If it were strictly enforced, you think eventually it would defeat the men who are determined never to work?—Yes. That leads me on to this: if you have got a system of identification, and you are making the vagrant's life as unhappy as you possibly can in consequence of it, it rather increases the sympathy of the poor people, who after all are his Mecca; they are the people to whom he goes to get help.

5360. But do you think that the mere fact of his being the bearer of a way-ticket would increase their sympathy?—He would be a marked man; I will put it that way; you will see the way out in a minute.

5361. He would call himself a marked man?—Of course he would; he would say "Here I am; I cannot go anywhere." People would think there was a great deal to be said in favour of it. We should all find a difficulty if we met a starving man in preaching to him; we should help him anyway; you cannot help it, that is human nature.

5362. But the way-ticket would provide against his being a starving man, by entitling him to a mid-day meal?—Yes, but you see he would always find an excuse for not going to the particular place named in the ticket because he would say he expects a job somewhere else. I mean

you have to deal with human nature as it is at the present moment.

5363. It is a system which would have to come home to people by degrees?—The system of identification is all right, but I want to go one further than that; I want to find out what you are to do with this man, having identified him. You cannot keep him going on from place to place indefinitely.

5364. Well, supposing a man does not keep to the route marked on his ticket, that would be registered against him. If that is registered against him some three or four times it would show that he was an habitual vagrant, and it would then be a question what special treatment should be given him?—I want to keep away as far as possible from anything like convicting or taking him before a justice of the peace. I will tell you why. If we were dealing with people in London, that would probably be all right. But a man may be convicted as a rogue and vagabond for a variety of things in the country that he would not be looked at for in London; there is too much power in people's hands as regards punishment for trespassing and that sort of thing; a lazy vagabond might have torn his ticket up as an excuse for not wishing to go in a particular direction. It would not be fair to treat him like a man having a rabbit which did not belong to him. I want to preserve the liberty of the subject if you possibly can, and to get control of a man who is a vagrant without making him a criminal.

5365. Do you think the short sentence of, say, three to seven days has any deterrent effect upon a man in the case of offences like begging?—No, I do not think it has the slightest effect.

5366. It costs the country a good deal of money and the man finds himself very comfortable in prison?—It is a delightful change for him.

5367. Well, if instead of sending the man to prison for a few days his conviction is registered, then after three or four convictions might he not be given some sentence that he does not like?—I do not see that that is the way out. My trouble is I do not want this man to be convicted for four, five, six or seven days, or anything of that kind. I want to get him to understand that he is identified by this system of ticket. You could say, "Now, my friend, there is an end to this; there is the farm colony; you will go there and you will work there, and we will endeavour to make a decent man of you." I am of opinion that he will go when he finds that the net is drawing in on him, and that the vagrant's life on the road is not worth having; I think then he will be inclined to go.

5368. Would you give him the alternative; if he will not go to the farm colony and work, there is the cell?—I would say: "You have come from so and so, and so and so; if we catch you doing this again we will probably put you in gaol; go to the farm colony, they will take you on and you will become a useful man, and worth employing." I would make that voluntary, and I would add, "We have no power to detain you, but if you leave and make no attempt to improve your life, we shall get power to detain you compulsorily as a person who is neglecting to maintain himself." I hate the words "rogue and vagabond" for this sort of thing; I should charge him with neglecting to maintain himself in a proper manner. I think you would do more that way.

5369. Well, having sent him to the farm colony, if you find that he absolutely refuses to do anything when he gets there, what means will you take to compel him to work?—If he neglects to work and will not perform the task provided for him under the Vagrancy Act, whatever it is for the moment—because I am looking forward to the day when there will be no necessity for it—I should charge him exactly as you do under the Poor Law now. What do you do? The law says he must be set to some useful employment, whatever it is. Sometimes it is scrubbing a floor, sometimes it is cleaning brasses or cleaning windows. He says, "I will not do it"; you take him before the magistrate; the magistrate looks at him and says, "Has the doctor seen you? You are capable of doing the work, and you decline to do it; very well, I commit you for fourteen days' hard labour, or seven days' hard labour, and when you come back I should advise you strongly to go back to the colony and behave yourself, but I want to give you this chance, first."

5370. Now, if a man in a farm colony finds that those who really are working are getting better food and a more comfortable existence than those who will not work, do you not think that would be an inducement to work?—Yes, I do.

5371. At Merxplas, I think, and in some other places, if a man works well he gets some little allowance, you would hardly call it wages; do you not think that would be an inducement?—Yes I do, but I have a different opinion to the majority of my board about what the reward should be. I would make one diet for everybody, and then as a kind of reward I would add to that diet slowly. For instance, I should not hesitate to give a man in the middle of the day a cup of cocoa, or I would give him currant pudding for dinner, which somebody else did not get, and if they all worked up to currant pudding, very well I would alter the diet, and give it to them; but, you know, I am quite opposed to a money payment. I am now dealing of course with the special class, the vagrant, and you would have him claim the sympathy of mankind on the strength that he is on a farm colony working and toiling for 3d. or 6d. a week. We have had even the Judges of the High Court deciding that a man at Hadleigh farm ought not to be asked to work for 6d. a week; it is a very serious thing for us who have to administer the Poor Law. If the man was in the workhouse, no matter how he was working there, he would not get twopence or a penny a week. As a matter of fact, he is a pauper, and he would not be expected to get wages. I would deal with vagrants on the farm colony by means of food rather than in the other way. If it was thought a real hardship for the men to do without their tobacco, I would work it in that direction; personally I do not care for tobacco.

5372. Anyhow, you would give him some pleasant inducement to work?—Yes, but I would give it him in kind.

5373. You prefer that to making what I call an allowance; I do not use the word "wages"?—Oh, but that is your very trouble; the moment you start giving money, if it is only a penny, it is called wages; that is what has happened down at Hadleigh farm.

5374. You think it would not succeed?—It may succeed if you have a real trier, but the men we sent to Hadleigh were not trying, and they excused themselves on the ground that they only got 6d. a week; that is the point.

5375. Your union has got a labour colony at Laindon, I think?—But that is another thing; I will talk about that in a second, if I may.

5376. You are in favour, then, of a labour colony?—Certainly. If you had a colony to which tramps and vagrants could go, I think you could much more easily put down vagrancy. Every one of us agrees that the present system breeds tramps. I have got into trouble on the road by telling a man whom I have seen tramping little children about, that if I had my way I would thrash him. Crossing Cooper's Hill, between Gloucester and Stroud, I have seen a perambulator with two children in it, one each side, iron pots slung underneath, a woman pushing it, and the man slouching along smoking a pipe. Out goes the pipe; all look at me in a most abject manner. "Won't you help a poor fellow on the road?" "I should like to flog you," I reply. He gives me a swearing, and if I feel like it I swear back. I say, "My friend, I don't care a ld. for you; I would like to flog you and make a man of you; but what I care for is these poor dear little children being dragged about like this." I was in Gloucester one night last year and I went into the casual ward to see the inmates. I saw a man and a woman and three children. In the morning I was standing in Eastgate Street, and I saw the whole of them separate, and the children went off begging on their own. I was going to Westgate Street when one of them, a little girl, came up to me and, not recognising me again, asked me whether I would not give her something for a bit of bread. I said, "Where is your mother?" Of course I saw the woman a little way behind. "No, my child," I said, "I will give you nothing; you are not hungry." "Yes, I am." "You have only just come out of the casual ward; you cannot be hungry"; and she cheeked me. There was a girl being absolutely ruined owing to her having been allowed to wander about with her parents. We are all agreed that whatever can be done with these people ought

to be done, even though it is only for the sake of the children.

5377. In a case of that sort would you be prepared to separate these children from the parents?—Absolutely. I would not hesitate for a moment. I have had a good deal to do with the industrial schools, and I feel that is the way out. Never mind about the liberty of the subject; they have no right to ruin the children.

5378. I quite agree with you; but probably there would be something said about it?—Let them; I am quite prepared to defend that action. If you go round to the Home Office, they will give you a record of this class of children; there are not so many as I would like to have. I confess: these are children found wandering and begging, for which you sometimes find a parent and sometimes do not, but the parent will invariably turn up when the youngster is sixteen years old, when you have made it useful and capable of earning a shilling or two, and made it a real good boy or a real good girl. Parents who have not taken the trouble to come and see the child, pretending they did not know where it was, turn up on the eve of discharge and take it away. In those cases I steel my heart. "No, you will not get him." We send him out of the country or we send him to Wales. I think we are justified in doing it. If you want confirmation, let me give you another case. The man Milsom, who was executed for the Muswell Hill murder, was seen by our chaplain. He was an old industrial school boy from Feltham. "Well, now, Milsom, apart from every other consideration, to what do you attribute your position?" "Well," he says, "I attribute it to the fact that you let me go back to the old environment. If you had sent me away to Wales, I should not have found myself here." There is a justification; you get the youngsters away, we are going to keep them.

5379. Have you any system of sending the children away to Canada?—Well, we rather gave up Canada, and we now send children who are taken up for begging and wandering to Welsh farmers. We have a very good agency in Wales for distributing them amongst small farmers. We find it very much better than on English farms, which are much larger. In Wales the little farmer takes the boy or the girl into his own home, and I could tell you many romantic stories about these youngsters who have developed into good men and women.

5380. (*Mr. Simpson.*) You are speaking of children from Feltham?—Yes, of boys that we have sent from Feltham and Mayford.

5381. (*Chairman.*) You find they do well with these farmers in Wales?—I could tell you many stories about the boys. Here is a case that may encourage everybody. When Captain Brookes was superintendent of Feltham school, he opened the Welsh agency first, and when we were down two years ago someone said, "If you are going through Llangattock, just outside they are building a new post office; you might stop there and ask if there are any old boys." Well, we stopped, and a man very respectably dressed came down off a ladder. "Are you gentlemen from Feltham?" "Yes." "Well, I am one of the first boys ever sent to Wales." "What are you doing?" "I am foreman of this job." "But what are you?" He said, "I am a mason." "But you did not learn masonry at Feltham." "No," he said, "but we got a general outline. I was sent down here to a man just outside; I picked up the business." "How old are you?" "Going just on twenty-eight." "Well, generally, what has happened to you?" "I worked on till my time was out, and then I got other masters, and I have got charge of this job now." And then, of course, naturally, one of our members said to him, "But have you any associations here; what is your position?" "Oh," he says, "I am deacon of the chapel here." "Can you sing like the rest of the Welshmen?" "Oh, yes." "Then generally you have got on very well?" "Aye," he says, "I have, and I've good reason to thank God that Captain Brookes sent me down here." Well, another lad has gone down in my time. He was a lad then about eighteen. His licence was up, and also his extension. I asked him what he was going to do; was he going back to London? "No," he said, "I am not going back to London." "Well, what are you proposing to do?" "I am going to work in the coal

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mines." I said, "It is rather a hard job, isn't it?" "Yes," he said, "but you can't get your living without working hard." "Well," I said, "did it never occur to you to go back to the smoke again?" "No," he said, "I think the only lucky day I had in my life was the day I got locked up"; and then he told me of the gang that he was associated with round King's Cross, neglected by mother and father and everybody else. Here again was a useful man quite out of the town. We go to a farm; the farmer says, "Have you seen Thomas?" "No, we want to see him." Thomas comes out, a fine strapping man. "Well, Thomas, could you lend us £50 right offhand?" "Oh," he said, "I think I could; I think I could lend you £70." "Oh, well, that is a good job. Are you proposing to go to London again?" "Never." "What, never going to London again?" "No," he said, "not me;" and then he smiled, and the farmer whispered in my ear; "I could not help it," he said, "but he is going to marry my daughter, and he will not go back." Then there is a man who is a gardener to a baronet, perhaps I had better not mention his name; and I said to him, "You come from a place I know very well?" He said, "Yes." "Are you ever inclined to go there?" He said, "No." "Have you no inclination to know how the people are getting on?" He said, "Sometimes." He added, "I would not like to chance going back." I said, "Do you not feel strong enough?" "Well," he says, "I think sometimes I might be inclined to stop, but I don't want to go." "What are you getting?" "I am getting 24s. a week." "It is not much, is it?" "No," he said, "but 24s. a week here in this village is as good as 35s. a week in London. I have a little cottage here, and a wife and two children, and I am not inclined to go." Now when you see a record like that of the very children of tramps and loafers, and ne'er-do-weels, surely you ought to be encouraged to say, too, "We are going to take the children, and we defy you to do anything at all; we will not allow you to interfere."

5382. Then you would undoubtedly be in favour, wherever you found these vagrant children being dragged about by their parents, of taking them away from their parents?—Yes, I am perfectly sure that is the best thing; I think our record is something like 92 per cent. of boys and girls doing well, if we get them young; ours is a magnificent record.

5383. (*Mr. Davy.*) That is from Feltham?—Yes, and we inquire, too, what is done by other people.

5384. (*Chairman.*) Now will you tell us in what way your farm colony at Laindon was started?—Well, Laindon was the final result of an agitation that we have been running since 1893. In 1893 we got overburdened with able-bodied men in the workhouse; there was no useful employment there for them to do, and we did perhaps things that were a little mean, looked at from the men's standpoint. Fellows could break stones easily as a task; give them, say, 10 cwt., and they would laugh at it and do it in half a day, certainly half an hour after the mid-day meal; the rest of the time they were loafing round the stone yard; then we changed it and gave them oakum, which took them a little longer to do, and then we went round and found out what men were inclined to do; if we found a fellow was an adept at stone breaking, we gave him oakum, and if he was clever at oakum we gave him stone breaking; if we found he got clever at stone breaking, we put him back again. We got to understand human nature as guardians do after they have had a few years of it, but all the time it was intensely unsatisfactory. Then there was the refractory man who was difficult to manage: the man who would not do his task, and had to be taken before the magistrate on a question of stone breaking and oakum picking; but they are getting more rare now, I rejoice to say. But it was so heart-breaking altogether, so we said, "If we could get a farm we could probably put these men on it, and harden up their muscles and create a good appetite in them for eating—something like an enjoyable one which the mere animal feeling begets, and whatever we could produce on the farm we could use up ourselves in the workhouse or the schools or the sick asylum, and that anyhow if it was not self-supporting in keeping them altogether, it certainly would be something towards their maintenance. With stone breaking and oakum picking it is a dead loss; you have to go out and beg, borrow, or pay for oakum or rope to be sent in for you to pick. I made a calculation that

every ton of oakum that was picked cost about £10; then after it was picked you gave it away. I calculated that supposing a man picked four pounds of oakum a day, a light task, the cost of the man's maintenance by the time he had picked a ton of oakum was over £10, so that it was time someone looked about to see what else could be done. Then we applied to the Local Government Board and they told us that we could not take a farm, but I rejoice to say they sometimes change their mind; and finally Mr. Fels came to one of our members who was very keen on the original scheme, and offered to us for nothing, if we liked, some 100 acres of land he had bought at Dunton. I think we are paying him 3 or 4 per cent. on his original outlay, but at any rate we are giving him a percentage on his outlay for the use of the farm. Then we picked out such men in the workhouse as had been there a considerable time, whom the doctor thought the outdoor life would not hurt; that is to say, every man passed a medical examination. Well, we have had less absconding from there than we had from Hadleigh; we made it clearly understood in the workhouse that the farm at Laindon was an adjunct to the workhouse and would be run under the same conditions, and that the men if sent there would have to look upon it as an order for admission to the workhouse and they would be expected to work. There have been very few who have run away, but we had to alter our mode of procedure in cases like that; when the men came back to Poplar, having sold their clothes, for whatever reason it may have been, for food or drink, we did not succeed very well at the London police courts in getting convictions, so we have charged one or two of them at Chelmsford, which has been very successful indeed. That had a wonderful effect upon the whole colony, and speaking for the able-bodied men from the workhouse, they have done excellently. The superintendent of the farm says you have got to remember that these men are different altogether to the ordinary unemployed man who is out of work and who is glad to get a job on the land, and who invariably works well; their muscles have got quite soft for want of use in the workhouse, and they cannot and do not adapt themselves as quickly as an ordinary man who has just fallen out of work and who is glad to get work on a colony.

5385. How many men are there now at Laindon?—

Well, we proposed to put 100 on it, and we have generally had about 100 there; but we made arrangements during the depression for thirty more men to be sent there of a different class. To prove the success of this experiment, it is only necessary to see the men at work; you realise how much good it has done. After these men had been there a little while, they went to work; they could not have worked better if they had been paid 1s. an hour for doing it, and when, on the 11th April, we sent away from St. Pancras station twenty-four of them to Canada, the transformation in them was simply marvellous.

5386. Do you mean that they were looking much more healthy?—They had improved out of all knowledge; where they were loafing and lurching in appearance, quite indifferent, with their eyes like the eyes of a dead fish, after they had been down there eight months they had brightened up to an astonishing degree; their hands were hard, their muscles were hard, and they stood up to you when you spoke to them, instead of slouching away from you or looking down on the ground. One or two of them especially I had looked upon as absolutely hopeless, for they had been in and out of our workhouse for years. They were men who were there nine or ten years ago when we broke the law by refusing them re-admission on the same day as they came out—that is to say, they would leave the workhouse in the morning, go straight to the relieving officer as destitute persons, and get an order for re-admission into the workhouse; we absolutely refused to admit them; they stood and swore at us and told us we were breaking the law. We said, "Go and get a mandamus to compel us to re-admit you, we are not going to admit you the same day as you go out." That was the class of men we sent down to Laindon. We went to see them off to Canada at St. Pancras; it was astonishing the way they went up that platform; they spat on their hands and said, "Look here, Mr. Crooks, we will never trouble you any more; we are going to make a do of it." "When you get a big farm of your own, we are coming out to see you," I said. There was work in the men's faces; I

always contend that if you could get these men to do something useful, something they could see, they would get discontented; their muscles would be hard; they would refuse to work for you for nothing and they would look out for a job; they would be worth something. When we sent them there, there were not any of them that one would have given a penny an hour for

5387. Have you got a farm superintendent at Laindon?—Yes, and a very good man he is; we have been exceedingly fortunate about it; he was originally our labour master at the workhouse.

5388. Do the guardians receive reports from him?—We have got a farm committee.

5389. They go down to Laindon?—Yes; someone visits the farm in rotation but the more important business, of course, is done at the guardians' office; there is a regular farm committee which consider it.

5390. Does the superintendent send frequent reports?—Yes, he has to report to the committee every time they meet, and they do not meet at longer intervals than two weeks.

5391. Then every fortnight you have a report from Laindon as to the work done?—Yes.

5392. Can you tell me what is the average cost of maintenance of the men there?—There is a document showing this, but I have not got it here; I will take care it is sent to you.

5393. (*Mr. Davy.*) As I understand, your main idea of dealing with vagrancy is classification?—Yes.

5394. Identification, and then classification?—Yes.

5395. With any system of identification and classification, should there not be some uniformity of management on the part of the local body who looks after the vagrant?—Yes, I suppose so.

5396. The local boards of guardians now look after the vagrant; they deal with him, and give him a night's lodging?—Yes; but what do they care. They just pass him through, and there is an end of it.

5397. If you are to identify and classify the vagrant, you must do it over a considerable area, must you not?—Yes.

5398. A union is hardly a large enough area in which to attempt anything like a scheme of identification and classification?—No.

5399. Have you considered what should be the local body who are to identify and classify?—No; I would rather extend your present operations from the Local Government Board as regards the inspectors going round to the casual wards. I would rather extend that system than leave the matter entirely to the boards of guardians; I do not think you ought to put that obligation upon them.

5400. Do you think that the vagrant wards fulfil a really necessary purpose?—Yes.

5401. You think we must continue to have them?—Yes.

5402. And do you think they should remain under the boards of guardians?—No, I do not.

5403. There is not much uniformity in London in the treatment of vagrants, is there?—No, and the reason is this: you have one board of guardians boasting, "We do not work our casuals, we give them coke to break;" other boards of guardians say, "We beat you, we do not give them anything." That is all very well, but you do want a uniformity of system. I am not in favour of task-work for the casuals; I do not think it helps you. I disagreed with Poplar at first, but I can see now that on the score of expense, and on the score of testing whether a man is a tramp there is nothing like turning him out at six o'clock in the morning.

5404. You do not believe in detention?—No.

5405. And you do not believe in task?—I do not believe in detention, until you have arrived at the period when you think the man ought to be sent right off to a labour colony.

5406. How do you get over the Orders of the Local Government Board which prescribe certain rules as to detention and task?—We do detain the men if they have been in more than once in a certain time, but you see you

have always left us a discretion to allow any men to go out before the prescribed time, if in the opinion of the guardians the men are likely to be so and so. *Mr. W. Crooks, M.P.*

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5407. There are 650 boards of guardians in England and Wales, and they have all got a discretion?—They have all got a discretion.

5408. Hence uniformity is not the leading feature of the present system of dealing with the tramps locally?—No, it is a mere makeshift; it is human nature generally that if one has got a little trouble, and can send it on to the man next door, one does it.

5409. Would not anything like uniformity be impossible if the vagrant wards remain in charge of the guardians?—I quite agree; there must be a controlling head, and that controlling head must lay down a uniform system.

5410. In other words we must get if possible at the principle and then enforce it, whether the principle be detention or whether it be no detention?—Yes.

5411. Whether it be task or no task?—Yes, and mind you, I follow that up in quite a different direction. Supposing you lay down certain definite rules for dealing with the vagrants, I am inclined to make the authority for the administration of them the chief constable of the county or some such person; I mean I would keep these fellows as far as I possibly could away from the guardians; I really would, because I think after a little while you would find the guardians would be glad to be relieved of the part of the task that they do not carry out now, except very perfunctorily.

5412. Is it your opinion that the primary thing in dealing with vagrants is not relief, but control?—Yes, I do believe it.

5413. It is desirable to control the whole class, as being a potential danger to the community?—That is so.

5414. The vagrant could get a job if he liked, as a rule?—Yes.

5415. He only came under the Poor Law by accident; he used to apply at a workhouse as a sudden and urgent case and the master would not admit him because he was a non-resident man?—He had not brought his settlement papers with him.

5416. The law of settlement made the class?—Yes.

5417. Another illustration of the want of uniformity in London is the number of refusals of admission at the casual wards for want of room?—Yes.

5418. I have a return here which shows that at the Thavies Inn ward no less than 4,000 persons were refused admission during the year, and some 2,000 were refused both at Poplar and Hackney?—Yes.

5419. While at some unions—as for instance, Chelsea—there are no refusals; they have always got room there?—Yes.

5420. Is not the explanation of these discrepancies the fact that tramps go for certain places?—Yes. They do not like the particular task. Or they may dodge a bath, you know; do you not find there is a greater inclination on the part of the casual to bathe than there was years ago?

5421. It has lost its deterrent value?—Yes, I mean he goes in now for a wash.

5422. What in your opinion is the harm that a casual does in London; why should we want to lock him up at all; why should we want to do anything with him?—You mean you would let him drift?

5423. I do not say what I should do; I want your view. The evidence is that he is not as a rule a criminal; he is too slack for that?—Yes.

5424. That he does not beg very much?—Yes.

5425. That he does apparently nothing except get an odd job now and then?—You see he is not an institution in London; he is only part of the whole national system, if it can be called a system; a casual who wanders about London does not belong to London; he will probably go off to the country; we have not a class of our own.

5426. Do you not think they hang about London for a long time?—Yes, at certain periods of the year; they are leaving now.

Mr. W. 5427. They are going hopping now?—Yes, they will
Crooks, M.P. come back to us in the winter again.

10 May 1905. 5428. What harm does such a man do to the State?—
I think he does infinite harm; he goes about the country
in the summer, comes back to us in the winter when
we have unemployment pretty rife; and when charitable
funds are raised to deal with it, he gets the lion's share
of them.

5429. He complicates the whole relief system?—He
complicates the whole industrial system. Let me go a
little further; take the neighbourhoods where employment
is casual—I will not say whose fault it is—where they
take men on for one day or for two days only at a time;
this fellow from the casual wards has no home; he has
no associations at all which he wants to keep up and
save money for; he comes and makes it difficult for the
other man who is keeping a little home over his head,
and is paying rates; and he frequently does him out of a
day's work. How to help that man who has a home
to pay his rent is a very complex question; it leads you
up to common lodging-houses; whether common lodging-
houses are or are not a source of considerable trouble.

5430. Is not one of the most troublesome things we
have to consider the competition with outside inde-
pendent labour that the Poor Law fosters?—That is one
of the things—one of the many things. I want to see
useful employment for every man rather than casual
labour and cadging and casual wards; there is only one
way out and that is work.

5431. In London a good many of the casuals habitually
use the casual wards, do they not?—I am told that is
so, but I have no figures as to that.

5432. They can use the casual wards and sleep there
four nights a week instead of going to the workhouse?
—Yes.

5433. They get an odd day out?—Yes; before you
made us build casual wards we used to get these fellows
into the workhouse very frequently

5434. The London casual ward I take it, does relieve
the workhouse of a certain number of able-bodied men?
—A certain number.

5435. The able-bodied man has the choice to go into
the workhouse or to live as a casual?—Yes, but I don't
think he hangs about much. Does he not travel from
Poplar to Kensington and from Kensington to Poplar?

5436. I am told he does?—Then there would be no
difficulty about identification in such cases.

5437. Yesterday I went into some casual wards; in
one shelter, where the men were waiting, I said to the
superintendent, "Give me those fellows' names"; he
knew several of them?—Do you not see what happens
in that case? There is a permanent institution, the
casual ward; let us suppose there are 4,000 people re-
volving round that casual ward, and we are here for seven
or ten years; we will know every one of the 4,000 people.

5438. Although they may not come very frequently?
—Although they may come once in two years. It is
very astonishing when you get into new surroundings or
amongst people whom you have not seen for years, how
the whole thing comes back to you. I was in Cork not so
long ago; the manager of a firm took me round; "That
is so and so." "Do not tell me his name; his name
is so and so;" and the man said, "I have never seen you
before in my life." I said, "Do not make any mistake,
I met you in Liverpool in 1876." Really there is nothing
in it, I mean.

5439. Anyway you agree that vagrants are a suffi-
cient social evil to justify a step forward in the treatment
of them?—But legislation has already dealt with these
people. There is that Act known as the Cleansing of
Persons Act; they talk of the interference with the liberty
of the subject. Bless my soul, the only liberty-loving
person in the world is this particular vagrant who is so idle
and so contented.

5440. He is a most contented man?—He is the most
contented man on earth. Then the law interferes with
him and says, "We are going to take and give you a com-
pulsory scrub; we are going to cleanse you." It might
go a little further and do something useful. Has that
side of it never occurred to you?

5441. Yes, but the other side also occurs, that efforts

in the way of repression to deal with vagrancy have not
as a rule been very successful?—No, because the
machinery is all wrong.

5442. We have got to consider whether they are suffi-
ciently troublesome to justify a further experiment.
Do you think that they are?—Why of course. Who is
the fellow who wants convincing? Is there a magistrate
or a judge in the land who would care to go and sit down
and have a meal with them side by side? It is all very
well for a policeman or an inspector to take this person
up and say he is a verminous person; the judge would
say: "Stand him over there; I don't see anything the
matter with him; I shan't order him to be cleansed."

5443. But are there not some magistrates who reduce
the law, so far as repression goes, to a nullity?—Well, they
do; I do not know whose fault it is, whether it is the
fault of the law or the fault of the administration. I
have a great opinion of the faculty of administration
being more useful than the law itself.

5444. There is no uniformity in magistrates' sen-
tences?—No.

5445. Do you think that the vagrant wards in London
are necessary?—No; personally I think we should not
need any if we had labour colonies. You would want
some observation wards in which to keep a man for a
time.

5446. One of the witnesses told us that he objected to
the way-ticket system because it was an interference with
the liberty of the subject?—I object to paying bus fares;
but the liberty of the subject is not in any way in danger,
and after all there is a time when liberty ends and licence
begins.

5447. We have had a good deal of evidence about the
bona fide wayfarer, and you agree he is only a very small
proportion of the total; you put it down, I think, at 1 per
cent. Do you think that in any general scheme we
should have to consider him?—I think a saving
clause can always be put in to deal with him. I mean
if it is necessary in the opinion of the people who have
to administer, because you may take it nearly always that
the person in authority is not the Bumble of old; he is
generally a person of some discretion and a judge of
human nature, and although it may have been at one
time that people were badly treated because they were
a nuisance, now I think men would be properly treated
with discretionary powers given to those who have to
administer.

5448. But supposing you were to put the administra-
tion of the vagrants in the hands of the chief constable,
do you think it would be a hardship that the *bona fide*
wayfarer should be brought into contact with the police?
—I do not think it would under ordinary circumstances,
not to such an extent as you would imagine.

5449. Trades unions help the people to travel a good
deal, do they not?—Yes, but there, of course, the circum-
stances are entirely different. If a man is on the road,
he has his trade union card and he is entitled to claim
some benefit at given towns; he could not go from one
end of London to the other and claim his 2s.6d., but he
could go from London, say, to Luton and claim it; the
trade unionist has to earn his money before he gets his
allowance.

5450. Quite so; they interfere with the liberty of
the subject there?—There the man has his card to
prove he is a genuine fellow. Of course, what we shall
have to say to whoever the authority is, is this: "You
will find lots of people on the road with trade union cards,
but please note that, unless that card is backed within
a given date from some centre or other, it is a worthless
article." We have always that trick played on us;
a fellow comes in and assures you that he is a good trade
unionist, but that he has just lost his card.

5451. (Dr. Downes.) Is there any identification on
these travelling cards?—It is a very wonderful thing
in the trade union movement how people do know each
other, or know somebody in the town. That is where the
tramp often scores; he knows the name of a fellow in the
other town; "Jack so-and-so sent me." "How is Jack
and his wife?" "Very well." That means he is to get
a meal. "Where is your card? Where did you work
last?" He generally gets a technical question put to
him and that soon discovers whether he is genuine or
not.

5452. (*Mr. Davy.*) Just to go back for a moment to London. We agree that the vagrant is a nuisance and ought not to be encouraged or fostered. Now, should you say that the cheap shelters and the free shelters are an encouragement to the vagrant?—Yes.

5453. Do you think they ought to be more regulated than they are?—Well, under a better system of society I would like to abolish them; that is the long and the short of it; but the difficulty is, as I said to the Chairman, if a man is starving he must be helped on the spot; there is no use preaching morality to him, you have got to do something for him, and a free shelter is—well, a source of trouble to the ordinary honest workman in a given neighbourhood. It does not help to settle the trouble. Let us take one that I know best, down East.

5454. Medland Hall?—Yes. If you and I went down there this afternoon and walked down the whole row of men, there would be scarcely one amongst them that you would take out and give a ld. an hour to. Well, what happens? The poor chaps have become degenerate; they cannot work; they have got quite past work; they can hardly beg; they go in and have a meal, good sound food, stop all night, and come out in the morning. What do they do in the morning? All life is objectless; they have nothing to do; they have simply to loaf away another day without any object in life at all. Well, it is a very serious problem indeed. That has got to be put down.

5455. Should you be of opinion that such an institution takes away the last incentive to labour?—Well, it is very difficult to say whether they have not got past it before they get there.

5456. Take also men who sleep out; there are a good number of them in London?—Yes, too many.

5457. If there were no free meals they could not do that, could they?—Well, does not that rather carry with it the responsibility of finding something else?

5458. There is the poor law?—Yes, I know, but that does not meet the difficulty. There is the poor law; there is the beautiful law of settlement among other things, but my trouble is to get hold of these men, whatever the power may be that has to be created. It is not enough taking these men and describing them as the “unemployable.” What is to be done with them? I would take them right straight away; I would put them into an ambulance, all that crowd; I would take them out into the country and give them infirmary treatment for three months; I would cleanse them, wash them, and feed them. I should think at the end of the three months we could find if there was any work in them; but until you do that they go on, a source of danger to themselves and everybody who comes into contact with them.

5459. Might you not tend to encourage people to become unemployable?—If, in the first place, you deal with the vagrant who is on the road, and you deal with the general organisation of men who are a burden now, you would not have need for shelters at all, but for the moment I would take the whole lot. I assure you, I think there is enough money gathered almost in charity to take the whole lot away and plant them down at some healthy place for three months until you had made men of them.

5460. Do you say that as a pious opinion or as a definite proposal?—Well, if I was the man who made law—a dictator—I would do it to-day.

5461. Well, how would you propose that those people should be put in seclusion?—I do not know that I would take the word “seclusion,” but I will tell you what I would do. Supposing the Salvation Army said, “We will take this lot for you; we will take them right away in the country; we will treat them kindly as patients for three months and then we will see what we can do with them.” I would let the Salvation Army do it.

5462. And give them power to keep them?—You would have no difficulty in keeping them; I do not think you would need a restraining law the moment those fellows found they were fed and had fresh air and were kept clean.

5463. Is it not the complaint of charitable institutions, both in this country and in Germany, that the want of a power of detention robs them of the oppor-

tunity for usefulness?—Yes, I know, but that would be for the other class of men we have already spoken of; that is men travelling about. But as regards this unemployable class, we want to do it gently; I think the percentage for whom you would want power of detention would be small compared to the number of people who are now wandering about.

5464. I may take it that below the tramp you think that there is a worse class still?—I should think there is.

5465. The class which uses the shelters and sleeps out?—Yes.

5466. The class which walks about London cadging for free meals at night?—Yes.

5467. That class is beyond treatment, except infirmary treatment?—Except infirmary treatment; that is so.

5468. They are mostly broken in health?—Mostly broken down, yes.

5469. What is your view of the offence of sleeping out?—I think they are more to be pitied than to be found fault with. When I go through London on a Sunday morning—sometimes I am obliged to, coming up from the North—arriving at one of the big termini in the summer time at daybreak, or four or five o'clock in the morning, when I see these people sleeping out, then I think there should be something done. The kindly policeman will tell them, if there is an inspector coming along, to get up a doorway in a side street. We cannot help it; they have sympathy for them.

5470. Have you ever seen them sleeping in the staircases in Spitalfields?—Yes, worse luck; one does not want to see it; it fills one with despair.

5471. But what practical means is there for dealing with these people, except by force of law?—I am afraid there is none, but still do please remember that you have nothing now to offer them. When you have something to offer, then you may talk about compulsory detention: since you have nothing to offer, I think they have the best of the argument.

5472. But if you compulsorily detain them, say, keep them in the workhouse, and feed them and clothe them?—You do not want to keep them in the workhouse. I think it is time for very drastic reforms as regards able-bodied men and women being compelled to stop in the workhouse. Do not think that they are there and there they must be, and that you have done something clever by getting them there, because you have done nothing.

5473. You still have the man?—We still have the man, but he is a burden; he is a piece of machinery without being any use at all.

5474. There is another class of vagrants who are very troublesome; those are the old, infirm people who wander about to their own mischief; what would you do with them?—I would get a magistrate's order for their detention.

5475. Where?—In the infirmary, infirm home, or the workhouse. I would treat them as people suffering from senile decay, senile paralysis.

5476. You would treat them almost as imbeciles?—Yes, I think you are entitled to do so.

5477. You know the sort well?—Oh, very well. They come and cry to me, “Ought I to go into the workhouse? I can do very well out.” “But you cannot keep yourself clean; you have no friends and relations to keep you clean; even if you had a pound a week, I should not alter my mind in the least; I think you must be taken care of.” I am afraid I give more pence than I ought as a man who does not believe in the thing, but with regard to very old men and women, for God's sake let them go and be taken care of as soon as they possibly can.

5478. In a good many countries abroad they never allow inmates of any public poor law institution to discharge themselves except with the consent of the governing body; that is a universal rule. Now, do you think guardians would be fit to be trusted with that power?—I do not think there would be much difficulty in England, because the guardians would be glad to get rid of these people.

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Mr. W. Brooks, M.P. 5479. But there would be the difficulty that people would be more unwilling than they are at present to go into the workhouse?—I do not think so. I rejoice to see the old people are still as unwilling as ever they were, although the treatment is better than ever it was, better in every union; it is not confined to London.

5480. It would be a considerable cost to the ratepayer?—Well, yes. On the other hand, stopping outside sometimes is a cost to the ratepayer too. Still I want them to hate it; I do not want to make it any better.

5481. Are the buildings at Laindon good enough in your view?—For the purpose—yes, quite good enough.

5482. And yet if you had to erect buildings for a similar purpose at a workhouse in London, what do you think they would cost?—They would probably cost us from £100 to £150 a bed.

5483. What did your vagrant wards cost you?—A fearful price; something like £15,000 or £16,000. I think the tender was about £11,000.

5484. And the Laindon buildings would cost not one-tenth of that?—Oh, no; then of course my great hope about all that is that these people would pass through, and then you would find better cultivation of the land all over the country, and there would be better openings for men. I think there is something to be said for the farmer who says, "I cannot get men"; we can get men, and we all say in London, "Back to the land"; but what is the good of sending these fellows who hardly know a clod of clay from a mangold wurzel? It is no use talking about that; the fellows want training.

5485. Of course Laindon does not directly concern us, because that is not really intended for vagrants?—No, except that it does show you a way out; that is the only thing it is useful for.

5486. (*Mr. Simpson.*) The men you sent to Laindon were taken from the workhouse, they were ins and outs?—Yes.

5487. Were they not about as poor and worthless a lot as you could have?—I should think they were. Some, of course, whom I knew years ago had tramped a good deal and only came back in the cold weather.

5488. Then those you managed to put on their legs again and sent off to Canada were the pick of those you sent down?—They were picked from those who went on to the farm, they had done so well. As a matter of fact, we picked the worst out of the workhouse as a sort of punishment, to see what we could do with them.

5489. You look to Laindon as showing what treatment can do for even the most hopeless lot?—Yes, I wish we had had the sense to take a photograph of this crowd when we sent them down and when they came up; nothing except knowing the men would convey anything like a notion to your mind of what we have done.

5490. (*Sir William Chance.*) Have you been to Merxplas in Belgium?—No, I have not been out of the United Kingdom.

5491. (*Dr. Downes.*) Assuming that the Salvation Army had provided an infirmary or sorting house, some place to which these wrecks could go, would you be in favour of giving the police power to clear the streets of night loafers?—I am rather inclined to think that I should; I would like to look into it, but my first impression is to say "yes" to that.

5492. With the view to their being sent down on probation to such a place as you have spoken of?—Yes, "probation" is a good word.

5493. (*Captain Showers.*) I only want to ask you one or two questions regarding your colony at Laindon. Does your superintendent know anything about agriculture?—I think he does, and I will tell you why. Some one in the North wrote me a violent letter, saying I was a fool, and did not know anything about the payment for agricultural labourers, and that if I could send to him the name of a single farmer who wanted a man, he would be willing to withdraw his accusation. I did not trouble about the letter, but it did strike me at that moment that perhaps I was altogether wrong, and I went to our superintendent and it came out that he was brought up to agriculture himself, and his father who is a retired farmer, was good enough to go and make an inquiry in his immediate neighbourhood as to the payment for capable agricultural labourers, and the answer he got was: "Those men who can do good work can find work," and he men-

tioned two or three farmers who could do with three to five men, and so on. That makes me quite clear that our man knows all about his work.

5494. His is the only supervision you have, I take it, over the men; I mean you would not call the gangers supervisors exactly, because they are men of the same class?—We have got some paid gangers who know all about the land.

5495. Yes, they know about the land, but they have no power of real supervision beyond seeing that the men work?—That is so.

5496. Are you aware that great complaints are made about these men in the neighbourhood of the colony?—I should think that is quite likely; I was not aware of it.

5497. I understand on very good authority—I am the chief constable of Essex, therefore the police part of it comes under me—that there are great complaints as to the conduct of these men in the roads and that they are a source of terror both to females and to men about there?—Indeed.

5498. I have heard also that in the different public-houses they go to they beg beer and tobacco, and very often it is done under threats?—This is all news to me.

5499. In the circumstances, do you not think that there ought to be a greater supervision over those men?—Yes, what you have told me, of course, leads me to say that we apparently have got to have a little more discipline than we have got at this moment; but is not even that a necessary consequence of making a new departure in which we have got to gain experience as we go along? From looking at the men in the colony, I do not think you would have anticipated anything like what you are telling me. The fact of that happening of course is important, and I hope you will send a message to our guardians so that they may take the necessary steps. I am very keen about not giving money to such men, but some person or other has deposited I think about £200 down there to give these men 6d. a week; personally I should have absolutely refused it, because I think you will agree with me that if a man is given 6d., which he spends at a public-house, it is not what he gets for his 6d., but what he will get out of somebody else while he is spending it; these men are adepts at that sort of thing.

5500. If they did not have this sixpence, they would probably beg, borrow or steal in some way or other, so long as there is no supervision when they are not in at a certain time?—I hope you will make a report to us on that; our guardians only wanted these men not to feel the restraint, but if their liberty is to develop into licence to interfere with people, it has got to be stopped.

5501. (*Sir William Chance.*) Might it not be desirable to prevent these people going to public houses altogether: they get proper food, and so on?—Of course the question of going into public houses is only a question of their being allowed out of boundary for any given time.

5502. (*Captain Showers.*) These men have a good deal of liberty?—The argument of our committee for that liberty was, they wanted these men to feel they were not shut off from society entirely—that when they were fit to do anything they would associate and get absorbed among their fellows. If it is to develop in the way you tell me, then we must reconsider the question of discipline. I will take good care that the matter is looked into, and stopped too. If our superintendent is not strong enough (he is a strong man, but still 120 men is a lot for a man to have control of) he must have more assistance. Some time ago a deputation of our colonists came to me to plead for a little money. "Not if you stop for twenty years; I will not agree to give you a single halfpenny; I am against it." Then immediately afterwards we got this offer of sixpence from some person.

5503. (*Mr. Davy.*) You know how they manage the money difficulty at Merxplas; they give money that only passes in the colony. They find that is a very good plan to enable the men to buy, say, herrings and other luxuries at the canteen?—I have a notion in my head what the thing would be like. Still, if a man is on the poor law there should be a distinction; you should not make the poor law the same as private employment. I want private employment to be a different thing altogether, to raise the man up; if you are to make his position while he is with you equal to or better than it is outside, then you do not lift him up, because he looks upon private employment as a little worse than what he is doing.

MR. PETER HARDING ROBERTS, called; and Examined.

5504. (*Chairman.*) I believe you are the clerk to the Holywell guardians?—I am, sir.

5505. And how long have you been in that position?—Eighteen years.

5506. I believe you are also the honorary secretary of the North Wales poor law conference?—I am, sir.

5507. Has there been an increase of late years in the number of vagrants relieved in North Wales?—A considerable increase.

5508. I mean, apart from the particular increase which we know took place last year?—Oh, there has been a steady increase during the last three years. I thought it might interest the Committee if I obtained information as to the treatment of vagrants in the unions in North Wales, and I sent out a circular letter addressed to the several boards of guardians asking questions on the subject.

5509. There is, I believe, a great lack of uniformity in the treatment of the vagrants in regard to dietary and task, and so forth?—An absolute lack. Perhaps I may be allowed to read from the statement I have prepared.

5510. If you please?—Well, in the twenty unions in the North Wales district there is a population of 493,073, and the rateable value is £2,435,995. The number of paupers relieved during the year 1904 was: outdoor, 18,752; indoor, 2,919. The number of vagrants relieved in the casual wards during the year 1904 in all the unions was: men, 58,005; women, 2,166; children, 745; total, 60,916. In addition there were relieved in common lodging-houses: men, 2,469; women, 82; children, 43; total, 2,594. The totals of these two make: 60,474 men; 2,248 women; 788 children; grand total, 63,510. May I point out that those figures in North Wales show a very large percentage of vagrants to be relieved according to the population of the district. The number of vagrants relieved during the last three years has considerably increased. Then I made enquiries as to the separate cell system. Separate cells for men only are provided in fourteen unions, and for women only in five unions. Associated wards are provided for men in sixteen unions, and for women in fourteen unions. Separate cells for men only, and also associated wards, for men and women, are provided in nine unions. In all cases the children are left with the women. The sleeping accommodation provided is as follows: hammocks and plank beds in four unions; boards only in eight unions; wire mattress in four unions; straw mattress in three unions; iron beds in one union. The covering provided is as follows: blankets in eight unions; rugs in twelve unions. In some instances the women sleep on plank beds with blankets, and in other cases on straw mattresses with blankets. Supper and breakfast is given in each case, and is very varied, the breakfast being generally the same as the supper: bread and gruel is given in eight unions; bread and buttermilk in one union; bread and broth in four unions; bread and porridge in two unions; gruel only in one union; bread and tea in one union; bread and soup in one union; bread and boiling water seasoned with butter, pepper and salt in one union; bread only in one union. The quantity of bread varies from six to eight ounces for the men, and generally six ounces for the women. Children are all provided with bread and milk.

5511. In one union bread only is given?—Yes, that is in the case of adults.

5512. The children there would have milk?—Yes, in all cases the children have bread and milk.

5513. Then as to the task?—I find that the task varies in its quantity and in its nature from stone breaking, sawing timber, and digging to stone breaking only and oakum picking. The tasks given are as follows: stone breaking, sawing timber, digging, eleven unions; stone breaking only, eight unions; oakum picking, one union. The task of breaking stones varies from three to eight cwt. per day. In four unions, red, white, and blue tickets are in use, and in those cases the task varies from three cwt. if detained one night only, to twelve cwt. if detained three days. Blue tickets are given when the vagrant visits the wards twice in the same month, and the task is

twelve cwt. in the one day. The labour task of the women is scrubbing and cleaning the wards, etc., and in one case it is oakum picking.

5514. As regards those tickets, are they given to the men on entry?—Yes, the red ticket would be given to a man who was admitted for one night, and was discharged without labour; he would be relieved as a *bona fide* working man in search of work.

5515. On his journey?—Yes. The white tickets would be given in those cases where the vagrants were detained two nights, and did their task in the intervening day; and the blue tickets would be given to the vagrants who presented themselves at the casual ward more than once during the month; they would be kept in for the period of three nights, and would have the usual task of twelve cwt. per day.

5516. (*Sir William Chance.*) Have you got any specimens of those tickets?—I have not brought any with me.

5517. What is the writing on the ticket?—"Holywell union, admit so-and-so." The colour is the distinguishing mark on it, and the master will know by the colour of the ticket what is the nature of the task to be imposed.

5518. (*Mr. Simpson.*) It is a ticket of admission issued by the relieving officer?—Issued by the police.

5519. Are they assistant relieving officers?—Yes, they are assistant relieving officers in some of the unions.

5520. (*Chairman.*) Do you find that the Orders are observed in North Wales?—The Casual Poor Act and Local Government Board Orders and Circulars do not appear to be strictly enforced in any of the unions. Except in those cases where different coloured tickets are issued, the vagrants appear to be detained for one night only and are discharged the next morning usually on completion of their task, at hours varying from 7.30 to 11 a.m. The masters exercise a discretion in discharging early in the morning those whom they consider to be *bona fide* men in search of work.

5521. Could you say what inquiry the master makes to inform himself as to whether the man is a *bona fide* working man or not?—Well, the master certainly would form his opinion from the man himself, he would form a very good opinion of him.

5522. He sees the man and questions him?—He sees the man and questions him, and if he is satisfied that the man's statement is true, and from his experience as master he is able to see this, he allows the man to go as early as possible.

5523. It is on his own personal discretion?—His own discretion he uses in discharging the man whom he considers *bona fide*. There is one matter, viz., with regard to the vagrants being detained on Sundays, which has concerned our North Wales unions for some time, because they strongly object to vagrants being discharged on Sundays and roaming about the country on those days, and I find that in fourteen out of the twenty unions the vagrants are detained on Sundays.

5524. With regard to searching on admission?—Vagrants are searched on admission in nineteen unions. In sixteen unions this is done by the police, and in three unions by the officer of the vagrant wards. The police issue the tickets in the cases searched by them.

5525. Are they searched in the casual ward?—They are searched in the police station when they make application to the police; all particulars of identity are given so that they can be recognised if they present themselves again within any specified period.

5526. Do the police conduct the man from the police station to the casual ward?—No. The policeman gives him the ticket and he finds his own way there.

5527. (*Sir William Chance.*) Do the police act as paid assistant relieving officers?—Yes, in the majority of cases. In our union it is so; I speak positively as to that; they receive a salary as paid assistant relieving officers.

5528. Is the police station near the casual ward?—Well, at Holywell it is about six minutes walk, I should say.

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5529. (*Dr. Downes.*) What is the distance generally?—Oh, I should say the police are nearer in some cases; some wards would be in the town immediately close to the police station.

5530. Generally speaking, the police station is near the casual ward?—Very near.

5531. Who directs the vagrant to the police?—If they pass the workhouse, they may present themselves to the master or the porter; if they have not got a ticket, they will go on to the town and come back.

5532. They would be referred to the police?—Yes.

5533. (*Chairman.*) Then with regard to bathing?—The bathing is not so general as the searching. Only eleven unions avail themselves of that deterrent.

5534. One question more about the searching; in every case the man is searched at the police station, not at the casual ward?—Yes, at the police station before he goes into the casual ward in those cases where the police act as assistant relieving officers.

5535. If the man is aware that this is the custom, it would be perfectly easy for him to plant his goods and dig them up again?—Quite; I think that is done in some instances; the experienced man will know where to deposit his belongings until he has discharged himself the next morning.

5536. I suppose that has been remarked upon before?—Very probably.

5537. (*Sir William Chance.*) The women vagrants—are they searched?—No, the women are not searched by the police.

5538. Have they to go to the police too?—They have to go to the police for admission tickets, but they are not searched.

5539. (*Chairman.*) There is no female searcher?—I do not think in the whole of North Wales there is a female searcher.

5540. Have you any information with regard to offences by vagrants?—Yes. During the year 1904 there were ninety-two prosecutions for offences in the vagrant wards. Magistrates are stated to deal leniently with cases in seven unions, fairly leniently in two unions, and in eleven unions the sentences are considered adequate to the offence. Returns which I have received through the courtesy of the chief constables show the following particulars relating to persons proceeded against under the Vagrancy Acts during the year ended 31st December, 1904:—

In Carnarvon, for begging, 73 were proceeded against and 59 convicted, and for sleeping out there were 44 prosecutions and 35 convictions; in Flint, for begging, 13 were prosecuted and 10 convicted; in Anglesey, for begging, 17 prosecuted and 14 convicted; in Denbigh, for begging, 34 prosecuted and 29 convicted, and for sleeping out, 90 prosecuted and 58 convicted; in Merioneth, for begging, 322 prosecuted and 293 convicted, and for sleeping out 29 prosecuted and 26 convicted; and in Montgomery, for begging, 19 prosecuted and 11 convicted.

I would like to point out to the Committee that that seems a very small proportion of offences and prosecutions, and the proportion of convictions is rather smaller still. 106 were charged with offences and were let off. I take it that no master or officer in a casual ward would charge a man with an offence unless there was a reason for it, and here we have 106 let off. The observation is directed to show that there is a degree of leniency on the part of the magistrates in dealing with these men, and in some instances the experience shows also when they appear before the magistrates, the magistrates will say, "Will you leave the town? if so, we will let you off". Now, that is not a deterrent to a vagrant. If he has committed an offence he ought to be punished for it, and if he can do that in one place he knows it may happen again; he repeats the offence wherever he goes, and makes himself disagreeable in the vagrant wards and makes it hard to work them. Take my own county, Flintshire. There were only 13 proceeded against during the year. 3 of those were discharged and 10 were convicted—I am speaking now of the police prosecutions. In the whole of the county of Anglesey there were only 17 pro-

ceeded against, of whom 3 were discharged and 14 convicted; whereas, when you come to Merioneth you find there were 351 proceeded against, of whom only 32 were discharged, and there were 319 convictions. If that rigour and vigilance had been persisted in by the police in every one of the counties, together with strict enforcement in the workhouses of the Act of 1882 and the Orders, I am strongly of opinion that the number of tramps might by now have been decreased.

5541. (*Sir William Chance.*) Do the police show more energy in the county of Merioneth than in the other counties?—From the figures it would seem so.

5542. Do you know that as a fact, or are you only assuming it from the figures?—I am only assuming it from the figures before me. It is through the courtesy of the chief constables of the various counties that I have had this information. It is perfectly authentic, and I say that if the police desired to be vigilant in the county of Flint, they could find more than 13 cases to proceed against during the year.

5543. (*Chairman.*) Are there any big main routes for tramps through Merioneth?—It is quite possible that the water works would bring a lot of men into the district at one time, and perhaps they would require greater vigilance.

5544. That is in Radnorshire?—Yes, the Birmingham water works.

5545. (*Mr. Davy.*) Barmouth is in Merionethshire?—Yes.

5546. (*Sir William Chance.*) Do you know what proportion the number of prosecutions bears to the number of vagrants relieved, say in Merionethshire?—I had the intention of working that out and classifying the number of vagrants relieved in each county, and then ascertaining the proportion of convictions in each county, but I found it would be impossible, for this reason; you take St. Asaph union, that is partly in the counties of Denbigh and Flint. Take the Bangor union; part of it is in the county of Carnarvon and part of it in the county of Anglesey; and there are several unions in two counties; so I was not in a position to give you that information. I had it in my mind, but that was the reason it was not submitted to the Committee.

5547. (*Chairman.*) You refer to spread of disease by tramps?—Yes, I ascertained that in four unions disease had been spread by vagrants; the cases being smallpox. Our union was one of the four that suffered.

5548. How many smallpox cases were there?—I could not say how many cases there were. We had two cases in our union.

5549. Do you happen to know whether in those unions where smallpox was introduced by tramps there was any bathing?—Well, I could tell you, sir. In the Conway union they are searched, but not bathed; and it appears that smallpox has been introduced on two occasions by vagrants during the past ten years. Then in the Corwen union they are both searched and bathed, and there were cases of smallpox in 1893, brought in by tramps. In the Holywell union they are searched and bathed, and smallpox was brought in by them. In the Wrexham union they are searched and bathed on admission, and smallpox on two or three occasions has been introduced.

5550. You have some figures as to the nationality of vagrants in Wales?—Yes, sir; I was able to get a return from some of the unions showing the nationality of these vagrants taken over a given period. The object of this was to show how unfair it is that some of our smaller unions in North Wales should be called upon to maintain persons who are not of their own nationality nor of their own chargeability. They do not belong to the unions.

The figures are as follows:—In the Ruthin union during the year 1903 the nationalities of the vagrants relieved were: English, 1,449; Irish, 244; Scotch, 52; Welsh, 299; foreigners, 20. During the year 1904 the figures respectively were: 1,916, 392, 89, 452, 15. In the Festiniog union during the year 1904 the figures were: English, 1,314; Irish, 320; Scotch, 32; Welsh, 392; foreigners, 5. During the months of April and August, 1904, a record was kept in the Holywell union, and the figures were: English, 650; Irish, 281; Welsh, 91. In the Carnarvon union the majority relieved were English, and in the Machynlleth union the majority were Irish.

5551. What have you to say as to the causes of vagrancy?—In answer to my query, the following causes were mentioned: scarcity of work, army pensioners, overcrowding in towns, vagrancy a disease, Employers' Liability Act, charm of vagrant life, recent Boer war, and land monopoly the root cause. The remedies suggested from various unions, *inter alia*, are as follows: strict enforcement of the present laws and regulations a sufficient remedy; labour colonies for habitual vagrants; discourage the giving of food and money by the public; break the land monopoly by taxation of land values in rural as well as urban areas, and thereby prevent exodus from the country to the towns to swell the ranks of the unemployed; the introduction of a ticket system to distinguish the *bona fide* searcher for work from the habitual vagrant; vagrants physically fit to be compelled to enter the Army.

5552. With regard to the last suggestion but one, the introduction of a ticket system, are you acquainted with the Gloucestershire system?—I know the Berkshire system; and I am somewhat under the impression that the Berkshire system was tried in some of the Welsh unions before I was connected with the poor law service.

5553. Only in a few unions; manifestly in a small area like that it could not be of any benefit because a man might walk out of a union in a day and would be no longer liable to be asked for his ticket?—Yes.

5554. Have you considered the question of the way-ticket?—Well, so far as this, that I think a ticket should be issued to distinguish the *bona fide* working man from the vagrant, and with the view of ultimately getting at the regular tramp and dealing with him separately from the *bona fide* working man. I approve of the issue of such tickets and I think it should be done.

5555. You think it would be a means of identification?—I think so. It should be made as easy as possible for a *bona fide* working man unable to obtain employment in his own district to pass on from town to town. That is the opinion I have formed. And a man genuinely in search of work would have no objection to obtain from the police some means of identifying him and passing him to the next place if he knew he was protected from any molestation, and it would be a help to him in securing his object of obtaining work. There ought to be some means provided of getting these men to those places where work was obtainable, and they cannot walk unless they have means of sustenance while they are on the road. A *bona fide* working man out of employment, through no fault of his own, would have no objection to some means of identifying him, and thereby preventing him being classed with the number of regular vagrants who were passing through the country. At present there is no means of doing that.

5556. It would be more or less a certificate of good conduct to him?—Yes.

5557. The next point is as to the vagrant children?—I should like to draw attention to the small number of children that are passing through the vagrant wards in comparison with the number of vagrants who are relieved. Taking the whole of North Wales, 245 is the number of children who were relieved in casual wards during the whole of one year, with 43 in common lodging-houses. Well, that leads me to the belief that where children accompany their vagrant parents—sometimes they are not their parents—they are the means of assisting them in their trade of begging; with them the vagrants can go to the common lodging-houses and get sufficient sympathy from the outside public to pay for the expenses and accommodation in lodging-houses, and they do not trouble the vagrant wards. Now, there ought to be some means of putting a stop to that, and that leads me back again to the suggestion I made a while ago as to the vigilance of the police in the case of begging, because a man going about the country having children with him is certain to gain the sympathy of the town that he passes through; there is this indiscriminate relief given, and if the people can only realise it, they are to a very large extent responsible for a proportion at any rate of the number of vagrants that are passing through the district. If a man is passing through the district or the county taking children with him, and has no visible means of supporting them at all, and cannot show to any officer who would be empowered to ascertain from

him, that he has any prospective means of maintaining them at all, I do not see why the children should be left with him.

5558. Would you suggest, as other witnesses have done, that these children should be taken away from the parents or the putative parents who are with them, and put into an industrial school or taken care of by the State?—That is so, for this reason: the children who come to the workhouse are maintained at the public expense, and the children who should do, but do not find their way into the workhouse are also maintained at the public expense, although it is through the form of private charity. In relieving the public and maintaining them in the workhouse there would be no difficulty; the cost of maintenance would still be upon the public. And there is this further point: under the Education Acts every parent is by law required to send his child to school, to bring him up as a good citizen. A child going from place to place has not that opportunity; there is no possibility of that child getting an opportunity of raising himself up from the low level that his relatives may have brought him to. If the children are taken away from the parents, there is some hope for them. Then we can deal with the adult vagrants afterwards.

5559. Have you had any knowledge of children having gone to the bad owing to their being left with their vagrant parents?—No other result can follow from their being brought up in such an atmosphere.

5560. Have you yourself known of such cases?—I was presuming it because those who come through our union have passed on, but I have every reason to form the conclusion that a child who is brought up in a disreputable atmosphere cannot grow up an honourable citizen.

5561. What is your opinion with regard to the effect of short sentences upon vagrants; I mean sentences from three up to seven days. Do you think they have any deterrent effect at all?—Well, three days is practically one day's imprisonment.

5562. One has heard of a good many cases of three days?—In that case he is no harder treated, perhaps not so hardly treated, as in the casual ward. The day he is convicted is counted as one; he is detained one; and he is discharged the next day.

5563. In the same way, the seven day man is really imprisoned only for four or five days?—Yes.

5564. Do you think that that system has any deterrent effect whatever?—I should say not. I see the direction of the question; you were asking as to the leniency of the magistrates. No sentence should ever be for a shorter period than seven days if it is to act as a deterrent upon these men. If it does not serve as a deterrent, it is no advantage sending them to prison.

5565. At the same time it costs a good deal of money?—Yes, if you send a man to prison for three days you incur a good deal of expense. Perhaps a man has the desire to go to the Chester races. He will commit an offence in Holywell just in sufficient time so that he will be taken to Chester by rail and be discharged on the morning of the Chester races; it just suits him.

5566. (Mr. Davy.) Do you think it is worth while sending a man of the vagrant class to gaol for less than fourteen days?—I do not think it is.

5567. You had better not send him at all?—Not at all. It would answer the same purpose, if power were given to detain him for a longer period in the workhouse.

5568. I gather from your evidence that there is absolutely no uniformity at all in the treatment of vagrants in North Wales?—That is so.

5569. What in your mind is the advantage of uniformity in dealing with the tramps?—Well, if you have uniformity of diet, task and treatment, it would certainly prevent the expert vagrant selecting his own vagrant wards; you would be able to pass him through with greater ease than you do at present; he now avoids the workhouse where he knows the task is heavier and the diet poorer.

5570. Have you any opinion that increased stringency decreases the numbers of vagrants applying?—I think it is the general opinion that that is so; when you exercise greater vigilance you have fewer vagrants.

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5571. Are you of opinion that uniformity is of the first importance both for fair play to the vagrants and as a deterrent?—I am.

5572. Can you conceive that uniformity is possible if the local administration of the relief to vagrants is left to the board of guardians?—Well, there certainly is a difficulty. You see the regulations of the Local Government Board now are practically compulsory, but they have not been put into force; if they have to be put in force, then we shall want, as we have now for education, a Defaulting Act or something like that; there must be some strict means of compelling compliance with the regulations. If any means could be devised of having uniformity, I certainly think it would be a decided advantage.

5573. But uniformity when administration is left in the hands of the guardians would only be possible at the cost of very considerable centralisation?—In that direction I should certainly first of all direct the uniformity by saying that the police in all cases should search and give tickets; in those unions where it is not so, it should be made compulsory that they should do this and then the labour tasks should be uniform.

5574. Is that possible?—I think so; but there is another difficulty which would present itself on that point. If the Local Government Board insisted upon a uniform treatment of vagrants in every workhouse, then the charge would be very heavy upon the smaller unions which are on the highway between important towns. Assuming that the Local Government Board ask them to provide separate cells, they might have to provide separate cells quite out of proportion to the size of the union on account of the number of vagrants passing through being large.

5575. A union may have a very small rateable value?—Yes, the remedy for that would be, I think, to have fewer wards; the present wards are too near to each other.

5576. Quite so?—I am of that opinion. In my county the Hawarden vagrant wards are only two or three miles from Chester. That is unreasonable. Then comes Holywell, which is eight or nine miles off.

5577. How far is Conway from Llanrwst?—Scarcely any distance at all.

5578. You would leave the administration in the local hands?—I think so.

5579. Are the Welsh guardians more responsive to the influence of the Local Government Board than the guardians elsewhere?—I am rather inclined to think they are very sympathetic; too much so, I think. They have not been observing the letter of the law; in fact, in one reply here as to the treatment of vagrancy, it is suggested as a remedy that we should treat vagrants more leniently; to treat them as Christians—would be the best way of getting them off the road! I am afraid they would be there a good long time with that process.

5580. Is the suggestion that the land monopoly is the cause of vagrancy pressed upon you by many unions?—Only one union. I take it that what it means is that the locking up of the land prevents that land coming into the market and the development of towns.

5581. I do not think we need go into that. Has it ever occurred to you that you might get uniformity by an extension of the area of administration?—Not to counties. I disagree wholly with any county suggestion.

5582. Would you disagree with administration by the standing joint committee or any body working through the police?—That is the same as the county.

5583. Why should you disagree with that?—I have thought this over in this way; this is a form of destitution, and the agency at the present time for dealing with destitution is the guardians; if you brought them directly under the county police and wholly under their care, the question is whether you would not be making the treatment too penal. But I am not prepared to give an emphatic opinion on that question.

5584. Anyway you give an emphatic opinion that uniformity is desirable?—Yes.

5585. That the closing of certain wards is desirable?—Yes.

5586. That the building or re-building of certain other wards is desirable?—Yes.

5587. And that precedent to that there ought to be some difference in the present area of chargeability; and you suggest the State?—The State should take up the whole of the charge of vagrancy, I think.

5588. Would you have the State undertake the control of the vagrants?—No, they might do it through the local guardians; I do not see what objection there would be to that; or a committee of the board of guardians plus inspection by the police. I fail to see why that should not be a sufficient means of dealing with it. The reason why I suggest that the State should bear the charge is this. If an ordinary pauper comes to the workhouse, who does not belong to the union, the law provides the remedy for transferring him to his own place of settlement. On the other hand, if a vagrant passes through there is no possibility of ever getting a settlement for that man; and therefore, some places are unduly called upon to pay a larger amount than they should be called upon to pay because they happen to be on the main road from two places, say Chester to Holyhead. I have shown in the figures I have quoted that the nationality is such that it should be a general charge, and until it is so I do not think that vagrancy can be effectively dealt with. It is not fair to leave it in the hands of the local guardians to make all the provision that is necessary at the casual wards, having in view that there has been a large increase recently in the numbers; some of the returns show that they have not been able to carry out the Orders because of the increase; they have had to allow the people to be discharged the first morning after admission, because their accommodation was limited and they could not keep them so long as they had been doing when the numbers were fewer.

5589. Your proposal is that the State should pay and the local guardians should continue to administer?—I think so. And I give another reason why I think the State should pay, because a large proportion of these are Army Reserve men and they are the creation of the Government.

5590. Where do you gather that they are Army Reserve men?—Statistics were kept some time.

5591. By whom?—By one of the officers of our union showing that there was a very large proportion of these men.

5592. In your union?—Yes, I believe so.

5593. Was that officer himself an old soldier?—No, he was not; it was only from the information supplied to him.

5594. By the tramps themselves?—Yes, certainly. Then bearing upon that I also would suggest as a means of decreasing that class of tramps that the Government should be urged to pay whatever pension they give these men not quarterly as at present, but at shorter periods. Experience shows this, that where the men receive their quarterly pension they come on the road and enter the vagrant wards as long as they have no money. When they get the money they go and spree it and return to the casual ward. If the payment were made more frequently, it is quite possible they would be less on the road than they are at present.

5595. You know that in order to draw a pension a man must have his pension papers?—He must have them, unless he has pawned them.

5596. You know that to deal with a pension paper in that way is a penal offence and heavily punished?—Yes.

5597. Have you ever known a workhouse master report that he has searched a vagrant and found upon him such papers?—I have never heard of a case. In our union they are searched by the police. Possibly the intelligent Army reservist on applying for admission to the casual ward knows that he is going to be searched, and he takes care to hide his papers so that he would find them when he comes out of the house again.

5598. Do you suggest that the searching by the police is a farce?—It is possible for the men to hide their papers if they choose to do it.

5599. As regards those sentences for begging in Wales, are any of your justices stipendiaries?—No, not in North Wales.

5600. If the police fail to procure convictions, they would be discouraged in apprehending people for begging?—They certainly would.

5601. And apprehending people, as you pointed out, is the only way of getting at the vagrant children?—Yes, and also as a deterrent to the tramps. We must not forget the effect of these tramps going about the country and calling at wayside houses; the fright that they give to the inmates of those houses when they come and demand alms.

5602. That is a serious offence, is it not?—It should be.

5603. Do you know what is the proportion of *bona fide* working men to the total number of tramps?—I do not; I could not give you any reliable data on that.

5604. Would you agree that they are very few?—Yes; probably, I should say, three or four per cent. of the whole. I am only venturing an opinion.

5605. (*Mr. Simpson.*) Then of the rest of the vagrants probably few are people really in want of poor relief under ordinary circumstances. Our evidence has pointed rather to the casual wards being used not so much by destitute people as by people who prefer the vagrant life along the roads?—Yes.

5606. Do you not think there is a quite clear distinction between the case of a man who wanders along the road because he likes the tramp life, and the man who requires poor relief because he is ill or old and cannot work and has no one to support him?—I do not think they tramp because they want relief. I think the tramp who goes from town to town is a tramp who has started as a tramp; when they come to the condition that they are old or unable to do anything they stay in one given place and they become chargeable to that place.

5607. That would be a clear case of ordinary poor relief?—In those particular cases it is because a man has broken down; he cannot go any further; he has wasted all his energy getting about from place to place until at last it comes that he cannot tramp any further.

5608. Is there not a clear distinction between that case and the case of a tramp who wanders about and gets relief from one casual ward after another?—I say that is the ultimate end of that man; but I do not see the distinction in the case at all.

5609. The mode of relief is different, is it not?—It becomes different when a man is chargeable. I will put it in this way: assuming a tramp is taken ill and is unable to go any further, he is removed either to the sick wards or to the infirmary, as the case may be. He is found unable to continue his journey, and he remains a charge in the workhouse, and there is no possible chance of removing him.

5610. It has been suggested to us that the question of dealing with the class of people who frequent the casual wards is rather a question of police than a question of the Poor Law; would you agree with that view?—No, I think I expressed myself a little while ago that it is a form of relief of destitution.

5611. (*Mr. Davy.*) Is not an ordinary tramp a pretty able-bodied person?—Very many of them.

5612. Who could do work?—Yes.

5613. Does he not make his mid-day meal by begging or stealing or breaking the law in some way?—Yes.

5614. Which do you call him: a destitute pauper or a potential criminal?—Put it in this way, sir. If he remained in his own town, he would be an able-bodied man able to maintain himself.

5615. (*Mr. Simpson.*) From the point of view of Poor Law relief you look at the persons relieved with sympathy for their misfortune in not being able to support themselves; would you have that feeling of sympathy for the average inmate of the casual ward?—It does not follow that sympathy is the guide or the means of coming to your conclusions even with regard to the regular pauper. Some people are driven into the workhouse and do not require sympathy; they are driven there in consequence of their own conduct outside, and that is the last resource for them. On the other hand, there are cases that the guardians would very largely sympathise with because they know that they are brought down through no cause of their own.

5616. Then you do not think the tramp is a person in whom the police are more interested than the guardians?—I think the police should in every case have the pre-

liminary proceedings for the granting of tickets or the dealing with tramps before they are relieved by any agency that may be decided. At present they are relieved in the casual wards. I think the police should first of all be the agent to grant them the tickets for obtaining whatever relief is granted to them.

5617. In North Wales are most of the casual wards at the workhouses?—Yes, in all cases.

5618. And they are under the supervision of the workhouse master?—Yes, or porter or casual poor officer; in a large union I daresay they have a special officer for this purpose; they would have at Wrexham, for instance.

5619. When you propose that the State should pay for the maintenance of the casual wards, do you mean to say that you would suggest that the State should pay part of the salary of those workhouse masters?—Not of the workhouse masters—no, I should say not.

5620. Then what would the cost be?—The maintenance and provision of the building, and, if necessary, the construction of separate cells.

5621. I suppose the maintenance is quite a small matter; they are only given bread and gruel?—The maintenance could be very materially met by the profit on the labour task they are given. There ought to be a measure of profit on the labour task if they are detained over a day. I think one reason why there has been a lack of uniformity has been the great expense small unions would have to bear if they were required to provide separate cells in each case.

5622. So you propose that the State should pay for the building of separate cells in the casual wards?—Yes, and the maintenance.

5623. (*Sir William Chance.*) As honorary secretary of the North Wales poor law conference, you have great opportunities of meeting the guardians and clerks from various unions in North Wales?—I meet them every year.

5624. In different parts of the district?—Yes.

5625. And this question of vagrancy has been discussed over and over again in your experience, has it not, in North Wales?—Yes.

5626. It is an eternal subject?—It is.

5627. You have heard various opinions expressed as to the best method of dealing with that problem?—Yes.

5628. Have you not heard it over and over again suggested that it might be well to bring the police more into this question than they are at present?—I think I have already said that.

5629. Is it not your experience that these guardians and other clerks whom you meet feel strongly that the vagrants are a nuisance and that they would be very glad to get rid of them?—Undoubtedly.

5630. Therefore, while you are of opinion that they should not be transferred to the police and made a public charge in that way, there are many others that think that they should be transferred to the police?—Yes, there are. There would be some unions where they would be of the opinion that the police should take them altogether.

5631. Well, then, are you not rather sanguine, in expressing the opinion that the State is going to pay for the maintenance of those vagrants in casual wards and leave bodies like boards of guardians to administer the money?—I am not very sanguine. I have expressed a strong opinion it should be so in justice to the localities, but we cannot be very sanguine that the State will take any fresh burden in these days.

5632. Now will you say what is your opinion as to labour colonies?—I am in favour of the establishment by the State of labour colonies for the treatment of habitual vagrants. The question of vagrancy and the uniform treatment of vagrants in the North Wales unions, and the best means to be adopted to deal with that class of paupers, formed the subject of a conference of representatives of boards of guardians in North Wales, held at Chester on the 19th December last. At that conference the following resolutions were passed:—

“(1) That the hon. secretary be requested to write to the respective boards of guardians in North Wales

*Mr. Peter
Harding
Roberts.*

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Mr. Peter Harding oberts.
10 May 1905. expressing the opinion of the conference that it was highly desirable that there should be uniformity of treatment of vagrants in all the unions of North Wales, and that the Casual Poor Act and the Orders of the Local Government Board should be strictly enforced.

(2) That the boards of guardians should be specially requested to detain vagrants on Sundays.

(3) That this conference is of opinion that some remedy should be found for diminishing the vagrants in the country, and that the Departmental Committee now sitting should devise some means of diminishing vagrancy generally by the establishment of labour colonies or some other device."

A copy of the last resolution was sent to your Committee. I consider that if labour colonies are provided, they should be for large areas. The labour task should be such that whilst teaching the men to become self-supporting in the future, it should not be such as to enter into competition with outside labour, and thereby interfere with or reduce wages.

5633. How many common lodging-houses are there in the North Wales district?—They are not very numerous, but I could not tell you the number. In some of our

districts where the town is some distance from the vagrant wards, the policeman will send the tramp to a common lodging-house in the town if he comes in late.

5634. The vagrants who are relieved in common lodging-houses are relieved through the boards of guardians?—Yes.

5635. Then the North Wales guardians in 1904 utilised the casual wards for 60,916 vagrants, and the common lodging-houses for 2,594 vagrants?—Yes.

5636. (*Dr. Downes.*) The number of vagrants you mentioned was the total number of vagrants who have passed through the wards in the year?—Yes.

5637. The total of each night during the year. That is for 365 nights?—Yes; I do not think it means the number of different men. A man may pass through a number of wards in a given period.

5638. He may be counted over and over again?—That is so.

5639. Taking the number of children, there are 788 altogether; that would only give an average of two to three a night, would it not?—Yes.

SIXTEENTH DAY.

Tuesday, 16th May, 1905.

PRESENT.

Mr. J. S. DAVY, C.B. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. A. H. DOWNES, M.D.
Captain EARDLEY-WILMOT.

Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Sir SHIRLEY F. MURPHY and Mr. H. A. JURY, called; and Examined.

Sir Shirley F. Murphy and Mr. H. A. Jury.
16 May 1905. 5640. (*Chairman.*) Sir Shirley Murphy, you are medical officer of health of London?—(*Sir Shirley Murphy.*) Yes, of the county of London.

5641. How long have you held that office?—Sixteen years.

5642. And, Mr. Jury, you are the chief inspector of common lodging-houses under the London county council?—(*Mr. Jury.*) Yes.

5643. How long have you been chief inspector?—Seven years.

5644. You have come here to-day to give us evidence with regard to the common lodging-houses in London?—(*Sir Shirley Murphy.*) That is so.

5645. And especially so far as they concern the vagrant class?—Yes; I have prepared a statement (*see Appendix IX*), which is in the main of a statistical character and relates to the inmates of common lodging-houses. It is necessary perhaps at the outset that I should say that a very large proportion of those inmates could not in any way be characterised as belonging to the vagrant class. It is difficult to estimate accurately what proportion could be thus described, but probably something approaching 10 per cent. might be assumed to be persons of the vagrant class, using this term to include lodgers who wander from one house to another, sleeping indoors or out of doors, according to their means.

5646. We have all seen your statement; it is a most valuable one and contains much interesting information as to the state of the common lodging-houses in the Metropolis. These common lodging-houses are entirely under the control of the London county council at present, are they not?—Yes, with the exception of three small houses, accommodating a total of 69 lodgers, which are situated in the area of the city of London. The inmates of these houses, however, are included in Table V. of my statement, being elsewhere disregarded.

5647. When did the common lodging-houses come under this control?—In 1894; they were formerly under the control of the Metropolitan police.

5648. How long were they under the control of the police?—I think they were brought under their regulation by the Common Lodging Houses Act of 1851.

5649. That, I think, was the first time that common lodging-houses were recognised by the law; it was the first time that any inspection was established?—That was the first time that they were put under any inspection. There was some inspection of them before, but not of a systematic sort, nor indeed with any power of enforcing regulations or requirements.

5650. That Act, I think, was passed principally through the efforts of the late Lord Shaftesbury?—Yes, that was so.

5651. Then your statement contains information as to the shelters: under whose control are these now?—They are now under the control of the London county council as common lodging-houses. Until the council obtained a decision in the High Court in 1899 they had not been deemed to be within the Common Lodging Houses Acts. and there had been, antecedent to that time, an adverse decision, when an unsuccessful effort was made by the police to bring them under these Acts. The matter then remained in abeyance until the London county council obtained a further decision in the High Court.

5652. Then all the shelters now are under the control of the London county council?—All the shelters are under the control of the London county council except one, I think, in Providence Row, for which a case has been stated which will come before the Court in a few days, and a small one in Baggallay Street, Stepney.

5653. Are those particular shelters in anyway to be distinguished from the others that are under your control?—(*Mr. Jury.*) There was a special point in regard to Providence Row on a question whether a charge was

made. It all turns on the question whether if there is no charge made it comes within the meaning of the law. The keepers made out a case that the inmates were guests, and not lodgers paying for their room, and on that ground an appeal was allowed. (*Sir Shirley Murphy.*) Yes; it is claimed that that was a different point from that upon which the Lord Chief Justice and other Judges gave a decision in the High Court in the case I previously referred to, and the magistrate has stated a case with regard to Providence Row with a view to this special point being considered.

5654. How many common lodging-houses are there now in London?—451; that was at the end of 1904.

5655. And how many shelters are at present under control?—They are all included with the common lodging-houses; I have not shewn them separately, but I may here state that there are 23 shelters under the control of the London county council, providing accommodation for 3,302 persons, viz., 2,849 males, and 453 females at less than the ordinary rates.

5656. Well now, as to the accommodation that these houses provide, I rather gather from your statement that the tendency has been to go from small establishments to large establishments?—That is so. In some instances houses have been specially built as common lodging-houses, and they contain large numbers of lodgers; in other instances large buildings have been adapted for the purpose of common lodging-houses, and the tendency generally has been for the small house that probably was originally built for one family, and many of which, years ago, were used as common lodging-houses, to diminish in number.

5657. What is the largest common lodging-house at the present time, as regards accommodation?—One in the Borough (St. Olave's Chambers) with 750 lodgers.

5658. The Rowton Houses do not come under your control, I understand?—No.

5659. What is the charge for the accommodation provided at the common lodging-houses?—Referring first to the accommodation for men, there are 921 free beds; there are 838 beds at 2d.—that is to say, the inmate pays 4d., but he has two meals included, which are estimated to be worth 2d.

5660. Is he obliged to buy these two meals?—(*Mr. Jury.*) He is not compelled to, but as a matter of fact they all do. I am told it is far more difficult for a man to get in with the bare 2d. than it is with his 4d. (*Sir Shirley Murphy.*) There are 358 beds at 3d., 3,755 at 4d., and 9,921 at 5d., 8,905 at 6d., and about 160 at above that price extending to 1s. Then for single women there are 177 free beds, 276 at 2d., none at 3d. or 4d., 127 at 5d., and 1,230 at 6d., and about 500 at prices above that. For married couples there are 4 beds at 8d., and 16 at 9d., 383 at 1s., and 19 at 10d. It will be seen that women pay more for their beds, as a rule, than men. The greatest number of the women pay 6d., whereas the greatest number of the men pay 5d., and there are no 3d. or 4d. beds for single women.

5661. Is there a marked difference in the accommodation provided corresponding to the difference in cost?—No, I do not think that the women's beds are at all better than the men's.

5662. Women give more trouble, I suppose, do they not?—I think their habits are supposed to lead to more cost to the keeper of the lodging-house—a question of linen and so forth.

5663. Women of that class always have to pay more for everything, have they not?—Yes.

5664. Now we come to the question of shelters: how would you define a shelter as distinguished from a common lodging-house?—I think the difference between the shelter and the common lodging-house is that the common lodging-house keeper professedly carries on his business for the purpose of profit, and the shelter has been provided by people who put to the forefront a philanthropic object. Then again, the use of the house is a different one, because the philanthropic person provides poorer accommodation than the ordinary lodging-house keeper does who has to depend upon the attractions of his house for his success in his business. This is most conspicuous in the bed accommodation that is provided. In the ordinary common lodging-house

the bed consists of a small iron bedstead, a straw mattress, palliasses, blankets, sheets and a pillow. In the shelter the accommodation is very often very inferior. It consists of a wooden bunk lying upon the floor; the lodger sleeps on a mattress covered with American cloth and has an American cloth apron to cover him, and sheets and blankets are not provided. I may say that the London county council has not viewed with satisfaction the accommodation that is provided in shelters, but in taking over the shelters a few years ago they felt that it was a wise course to adopt to give time for the re-arrangement of the bedding, and they adopted a resolution which was communicated to the keepers of the shelters fixing a time limit when the bedding in shelters would have to be raised to the standard of that which is the standard of common lodging-houses.

5665. When is the time limit up?—(*Mr. Jury.*) It is up at the present moment for what we call multiple bunks, that is, bunks one above another. That time limit is now up, and the medical officer is now reporting whether there are any defaulters in this respect. The time limit for other bunks expires in about four years.

5666. The time limit for the multiple bunks has come already?—Yes. There are a few which still remain, but steps will probably be taken to get rid of them.

5667. Those multiple bunks are all in Salvation Army shelters?—Well, there are other free shelters that have bunks which are not included in the common lodging-houses; for instance, Dr. Barnardo's shelter and the Providence Row shelter have bunks. They are bunks raised a few inches from the floor—rather an improvement on the Salvation Army ground bunk.

5668. That time limit was actually suggested to you by the Lord Chief Justice, was it not?—(*Sir Shirley Murphy.*) The Lord Chief Justice expressed a very strong opinion as to what the action of the county council should be in giving effect to his decision. He said he hoped that "those who are charged with the enforcement of the law will do all they can consistently with their duty, and consistently with their effecting the objects of the law, to avoid anything like harshness or unreasonableness in its enforcement," and that has had due weight with the council. These shelters were very much below the standard of common lodging-houses, and it would have been a very serious thing to have suddenly required them to have all the fittings and appurtenances of the common lodging-houses, so that it has taken some time to make the changes which are deemed to be necessary; and the time for getting rid of all the different bunks has not yet come, but it is approaching.

5669. I think it would be convenient if you would tell us what are the objections to these bunks?—I think that the provision of proper air about the inmates of a bed does not exist in the multiple bunks to anything like the same degree as it does in an ordinary bed. It is a question of ventilation. And, then, the bunk has, to my mind, one grave objection: the inmates do not make it their business to take off their clothes—they sleep in their clothes; and I have no doubt that it is a much more healthy arrangement for people to change their clothes for the night than to sleep in those they have worn all day.

5670. Do you think that sleeping in your day clothes is a practice so unhealthy that the State or the municipality is entitled to interfere with it?—I am not going to base it only on health grounds: it relates also to cleanliness. It appears to me that these people ought to be taught, as far as it is practicable to teach them, to adopt habits and methods of life that are, under ordinary conditions, deemed to be proper for human beings.

5671. That is to say, on moral grounds you wish to increase their standard of comfort?—On moral grounds I should certainly wish to increase their standard of comfort.

5672. Now, in these shelters, is there any provision made for the drying of wet clothes?—Yes, in all of them. (*Mr. Jury.*) All the shelters have better accommodation in that respect than common lodging-houses have—that is to say, there is a chamber where the inmates can disinfect their clothes, and at the same time they can dry them, if they think fit.

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5673. That would be a sanitary requirement, would it not?—(*Sir Shirley Murphy.*) Certainly it is a very good requirement, and a useful provision. Of course, one ought to point out that the shelters contain very large numbers of people, and the ability to provide this in a large institution is very much greater than in a small common lodging-house. Some of the common lodging-houses are quite small, and it would be difficult to make that provision.

5674. (*Sir William Chance.*) What do these people put on while their clothes are being dried: is anything provided for them?—(*Mr. Jury.*) Nothing in the shelters; the man has to go to his bunk; it is done while he is in bed.

5675. He goes to bed while his clothes are being dried?—Yes; but in the common lodging-houses the man generally washes his shirt and stands by it, for two reasons, first, to watch it getting dry, and secondly, to see that no one removes it for him. In every common lodging-house, you will see in the wash-house where there is a fire, a man standing with his coat on, without any shirt, while the shirt is being washed; the same with his socks and his underclothing, if he has any. They have not usually any pants or anything of that kind; their shirt is their principal article of underclothing, and that they take off and just put their coat on again.

5676. (*Chairman.*) What would be the effect of your enforcing your regulations on the shelters—I mean, so far as cost is concerned; could they carry out your requirements for 2d. a night?—(*Sir Shirley Murphy.*) I am not prepared to say that they would be able to do it for 2d., because the effect would be of two sorts; there would, first of all, be the cost of the provision, and I think there would be a reduction in the number of lodgers in particular rooms. It is a question of floor space.

5677. It will be a very serious matter for the shelters when you do away with the multiple bunks?—I may say that the London county council when they took over the shelters made a requirement that there should be not less than 300 cubic feet of air space per head in them; but although that has been required, the amount of floor space for the purposes of beds, is, I think, inadequate in some of the rooms. The question of laundry has also to be considered—the cleaning of sheets and blankets. The shelters, I ought to say, are very frequently artificially warmed by hot-water pipes or steam pipes and that compensates, no doubt, so far as the comfort of the lodgers is concerned, in a great degree for the absence of ordinary bed-covering.

5678. But if shelters are obliged to give, in future, more air space, and to undertake the washing of bed linen, the cost will be very much increased?—Yes, I anticipate that 4d. would in all probability be the amount that would be charged.

5679. Is it not possible that some shelters will have to be closed?—No; I do not think that follows at all, because it does not appear to me at all impossible for the inmates to pay the 4d. I do not say all of them, but a considerable proportion of them.

5680. So that, apparently, shelters are giving accommodation to men who can afford to pay more for it?—It is my own belief, from what I know of the circumstances of those people, that many of them would be able to pay more; indeed I think that if a still inferior class of accommodation were provided at a lower cost, people in the existing shelters would avail themselves of it and go down to that lower standard.

5681. Your view, as I take it, is that they ought to be driven to pay more for a higher standard, both on the grounds of health and morals?—I do not say that they ought to be driven to pay; I put it in this way: that I think there ought to be a minimum standard fixed, and in so far as these houses are under regulation that no lower standard than that should be allowed, and it would then remain with the lodger to determine whether or not he would find the money or could find the money to pay for it.

5682. But in dealing with people of this class the tendency is that the worse should kill the better?—I have no doubt about that.

5683. If you had more free shelters you would have more men going down lower still?—(*Mr. Jury.*) We have a good instance of that, sir; there is a shelter not far

from this room that was opened recently. The first night it opened it was full; the next night, or soon after, another shelter for 150 opened, and that was full the first night, and as a result, we got a reduction of inmates in the better class lodging-houses. As a matter of fact, if the Salvation Army or the Church Army or any institution chose to provide sufficient accommodation at 2d. a night, I think they would take most of the population of the lodging-houses in London.

5684. And destroy the common lodging-houses?—Well, sir, the men want something for nothing, or as near nothing as they can get it, and they will come down to it.

5685. But some of the inmates of the common lodging-houses are men in regular work, are they not?—Yes; I do not say that all would use the cheapest accommodation. Take a dock labourer who is earning good money at times; if he sees a chance of getting something for nothing he takes it. We found that in the case of the shelter at Bermondsey; most of them were common lodging-house men who could find 5d. or 6d. a day, but they were not above going there; if they could get the shelter for 2d. or nothing they would go to it. My impression is that the greater number of the lodgers in London, if they had the opportunity of getting their bunk for 2d. in preference to their bed for 4d. or 6d., would take it; I feel quite certain about that.

5686. So you have only to provide enough shelters and the common lodging-houses will cease to exist—at least the tendency will be that way?—(*Sir Shirley Murphy.*) The tendency will be very strong in that direction.

5687. That is to say the tendency will be towards a more degraded style of living?—Certainly.

5688. (*Mr. Simpson.*) Do you think that a more degraded style of living at night would tend to lower the standard all round, and make a man a worse man during the day?—Yes; I think the conditions under which a man is living have an effect upon his character, and I am sure that it is a very desirable thing that there should be a minimum standard fixed.

5689. (*Chairman.*) You have given us your opinion as to what would happen if the shelters were very largely extended; now, conversely, supposing the shelters were closed what would happen; would not large numbers of the people who frequent them have to sleep out?—(*Mr. Jury.*) Not if they could rake up their 4d. which I have not the slightest doubt they could.

5690. You have not the slightest doubt that this class of man could always get the 4d. if they chose?—I think so; that is my impression. There is one point in connection with the effect of using the bunk instead of the bed that I should like to refer to, and that is that in the bed if a man has got vermin on his body he leaves something behind him in the bed which the council's inspector finds; the bed is dealt with and the man is marked, he has to be cleansed or go somewhere else. But if he goes into a bunk he can sleep there week in week out and never undress. A good many of these shelter men sell newspapers; that is the sort of occupation they are employed in and many much need cleansing. It is only when they fall sick and go into the infirmary that they get a proper cleansing.

5691. Why cannot you detect vermin in the bunk?—It is a black bunk; on a white sheet you could see the vermin, but this is a black mattress; they wash it with some disinfectant, for they know there is vermin on it, and they scrub the floors with disinfectant. Of course they do cleanse the place, but at the same time a man goes away with the majority of the parasites on him and he is still a pest and a nuisance to anybody he comes in contact with.

5692. What do you do in London under the Act as to verminous persons?—(*Sir Shirley Murphy.*) An enquiry was made by Dr. Wanklyn, who is an officer of the council's public health department, into what provision had been made in London under the Cleansing of Persons Act, and it was found that in only two or three districts had any special provision been made. The first cleansing station was established in St. Marylebone, and in rather close proximity to the Burne Street shelter, and this station has been very largely used. It was used practically immediately, and as far as I know the numbers have been well maintained since.

5693. (*Mr. Simpson.*) Those places are provided by the borough councils, not by the county council?—Yes, that is so. I am sure that it is a very desirable thing that this provision should be made throughout London. As a general rule the sanitary authorities, upon whom the duty of making this provision devolves, either did nothing or made some arrangement that the person applying should go to the casual ward to be cleansed there. That has not been found to lead to any satisfactory result so far as the number of persons applying is concerned, and so to a great extent the Act has been a dead letter in London. I would, I confess, wish to go even further than that and not only have the provision made, but have some power existing by which persons who are definitely recognised to be verminous should be required to go and cleanse themselves. There is no power of that sort now so far as I know in English law.

5694. All you can do is to give the opportunity to the man?—Yes.

5695. What do you do with regard to lodging-houses where you find vermin?—The lodging-house keepers, if they are found not to free their beds at once from vermin, are prosecuted. The houses as a rule are kept very clean, but there are prosecutions from time to time where the keeper has not sufficiently cleansed the bed after it has been used by a lodger who is dirty in that way.

5696. Is there any sanitary objection to vermin except as being an indication of a dirty state of things?—I am not at all sure what the effect would be upon a man accustomed to it, but those unaccustomed would not be able to sleep at night or get any rest at all.

5697. As a first principle, why is the State or a municipality justified in interfering with a man because he has vermin?—I think the justification for such interference is this, that a man who is in a verminous condition is a nuisance to other people.

5698. Is a danger to other people?—Yes. He may easily infect them with vermin and that is a disgusting condition that I think the State has a right to prevent.

5699. (*Dr. Downes.*) Is there not a possibility of disease being conveyed by the vermin themselves?—It is alleged that some diseases, plague for instance, are communicated by vermin.

5700. (*Chairman.*) May we just put it that the existence of these people is a serious nuisance?—Yes. I put it on the ground simply of the public generally having a right to be protected from disgusting conditions.

5701. And on the ground that you mentioned just now that a verminous person has such a low standard of comfort that he is in process of degradation?—I think so. I believe that if the inmates of common lodging-houses knew of such a law they would desire to be protected by it, because I know it is a frequent practice in common lodging-houses for the regular lodgers to have rooms to themselves away from the casual lodger, and that is I believe very largely for the reason that they wish to escape any vermin.

5702. There are common lodging-houses in London which are absolutely clean, are there not?—(*Mr. Jury.*) I think they all are. The inmates do not carry bugs about on their clothing or their bodies. These have almost disappeared from common lodging-houses now; there is a method of burning them; it is the lice that we experience difficulty in dealing with at present.

5703. Now you have told us about the common lodging-houses and the shelters; what effect do you think the provision of free beds in casual wards has on the other two institutions; do you think there is a separate class that frequents the casual wards, or does the same class use the shelters, common lodging-houses, and casual wards?—(*Sir Shirley Murphy.*) I have always been under the impression that they are a different class in the casual wards—(*Mr. Jury.*) I think they are entirely. I think the loafing tramp that goes to the casual ward is not a common lodger in any way. I should like to see the lodger brought to the same standard of cleanliness as the man who goes to the casual ward because he is required to be cleansed there, and that is the bar, otherwise you would get the casual wards full. Men would be attracted by the casual wards quite as much as they are by the Salvation Army shelter, if they were not required to be cleansed.

5704. There are other restrictions, detention and so on?—*Sir Shirley F. Murphy and Mr. H. A. Jury.* That I think is very desirable.

5705. You mean that if we had no deterrent arrangements in casual wards, they would absorb the shelters?—Exactly so.

5706. Just as the shelters would eat up the common lodging-houses if there were enough of them?—Yes. (*Sir Shirley Murphy.*) They would in effect become free shelters at once.

5707. Do you think it is necessary to have casual wards?—(*Mr. Jury.*) I do not. I would not have a casual ward, I would have something very much more severe; for a man who had not got his 4d. for a bed, I would have a place where he should earn it.

5708. But he does earn his lodging to a certain extent in the casual ward, does he not, if the regulations are enforced?—Not profitably.

5709. He does something. What would you do with a man who had not a penny in his pocket?—(*Sir Shirley Murphy.*) I am perfectly satisfied in my own mind that a man who is not able to maintain a certain standard of living should become the care of the State.

5710. He had better be segregated?—I think this is necessary as much in his own interest as in that of the public. A class of people in London that undoubtedly requires dealing with is the class that sleeps out at night on staircases and in streets. These people going on to the staircases pollute them, and make conditions which ought not to be tolerated.

5711. But, as a general principle, you think that if a man cannot earn enough to provide himself with a decent bed he ought to go into an institution of some sort?—Undoubtedly.

5712. And be kept there?—Yes.

5713. Now what information can you give as regards sleeping out?—The London county council has made efforts on two occasions to ascertain the number of people sleeping out. These numbers must not be regarded, of course, as having the accuracy of a precise census of all these people, but as providing material for estimates I think they may be accepted.

5714. Perhaps you will describe the method by which you got these figures?—The first count of these people was made by the inspectors of the council in the public health department, who, having some time before ascertained where these people were likely to be found, passed the night in the streets counting all people who presented the appearance of belonging to that class. The movements of these people were practically guided in the main by the food which was being given at three institutions, viz., in Whitechapel, in Wych Street, and at Upper East Smithfield.

5715. Was that this last winter?—No, the previous winter. Our count was on the night of the 29th January, 1904.

5716. How many places in all were giving free meals?—There were those three last winter which gave a mid-night meal. Free food was also given at Medland Hall and at Dr. Barnardo's to those persons who passed the night there.

5717. What I want to get at is approximately the number of persons for whom free food was found who were not sleeping in any institution: I want to see what connection there is between the sleeping out and the free food?—I can give you the total number of people who were found; there were 1,797 and a number of these were counted in proximity to the places where the food was being given. I think in all probability that represented the great bulk of the people who were not going to sleep either in the shelters or common lodging-houses that night and were going to sleep out, and I am fairly well satisfied that an estimate of one in 2,000 of the population is an approximation to the truth which is close enough for practical purposes.

5718. The shelters are full practically every night, are they not?—Yes, they are always full.

5719. Can anyone go into a common lodging-house at any hour of the night to get a bed?—Yes.

5720. Are there night porters?—All the large houses have a night porter.

Shirley F. Murphy and Mr. H. A. Jury. May 1905. 5721. So that a man might have his free meal and then afterwards go to a common lodging-house?—Oh, yes. As a matter of fact they do not. We took a census of the common lodging-houses on the same night, and that point was observed.

5722. So that practically all the persons who get food either walk the streets or sleep out?—Yes, that is so; I think you might be quite safe in assuming that.

5723. As to the number of people walking the streets, that was only an estimate?—The figures I gave you were the result of an actual count—1,797.

5724. But if a man is walking the street you might count him twice?—We did everything we could to guard against that, because the inspectors were stationed at spots where the movement towards the places where food was being given was observed, and all the people were counted there, and when they scattered after the meal was over our count ceased. I think it is quite possible there were some individuals who were counted twice, but I think that might be regarded as a reasonable set-off against those we missed.

5725. Anybody who knows this class of person could tell them at sight; you cannot mistake them?—That is so; they are quite different from the working man who has to be out at night, different in their appearance, dress and walk.

5726. Did you ever get an actual return of the people who were being fed?—I think we did not on that first night. On the second occasion when we made an effort to count these people we did get those numbers. That was on the 17th of last February. We then repeated our efforts and had the assistance of several officers from the borough councils. On that night there were 2,481 persons counted in the streets. Of that number 1,983 received food as follows:—161 men and 60 women at the Whitechapel Road shelter; 827 men and 39 women at the Wych Street food-bar, both belonging to the Salvation Army; and 600 men at the Church Army tent in Olare Market. Further, 296 men were given bread at Medland Hall.

5727. About one tenth of the number who were sleeping in the common lodging-houses and shelters?—Yes, roughly speaking, about that.

5728. It is no offence to walk about at night, is it?—I presume not.

5729. Then those who were walking about would not be amenable to any public authority whatever?—No, I presume they would not be.

5730. How do you suppose that those men live?—Well, they live in part upon the food that is given them; and they go into the common lodging-houses in the daytime and cadge from lodgers.

5731. Do you know that as a matter of fact?—(*Mr. Jury.*) Oh, yes, a great many of those who get the free supper stop out on purpose. The inducement of the free meal in the early hours of the morning will cause them to clear from the common lodging-house about half past twelve or one o'clock; and if they are old lodgers no notice is taken of them.

5732. One in the morning, you mean?—About half past twelve is the usual time for going out; they simply walk out, and go to one of the depôts at Stepney, have some food, come back to Whitechapel in time and have some more, and then they will roam aimlessly about talking to one another or sitting in doorways until they are again entitled to go into the lodging-house, being old lodgers. They will stop out two or three nights and then stop in two or three nights.

5733. But what do they do in the daytime?—(*Sir Shirley Murphy.*) The majority of the common lodging-houses are open. These men get into the kitchens and sit before the fire.

5734. (*Captain Eardley-Wilmot.*) They are not allowed to lie down on the floor?—No.

5735. (*Chairman.*) They pass the time in that way?—(*Mr. Jury.*) Yes. My own impression is that a very large percentage of those who are induced to stop out by the soup are men who do not belong to the common lodging-houses at all; they simply roam the streets together; they are perhaps hobbledehos who have just got out of the control of their father and mother; they stop out

late at night and get back into the house when they choose.

5736. They are not really homeless persons?—I should say a very large percentage of them are not homeless persons. That is my impression all the way through; a very large percentage are young fellows about twenty years of age, really over-grown boys who have simply got into the bad habit of stopping out; they get in company with other young fellows of the same age and decide to go and have some soup.

5737. They are not out in order to get the soup?—It is part of the inducement to stop out that they can get some supper. If they went home they might have to go to bed, and next day they would have to earn some money before they got some food if their mother would not give it to them. They go home to sleep. My impression is that a very large percentage of these men round the soup depôts have homes.

5738. Now, as to the persons sleeping on staircases, that was an actual count of people, I think?—(*Sir Shirley Murphy.*) Yes, that was an actual count.

5739. These women lie on the landings in heaps, three or four of them?—They do.

5740. They do that in certain parts of London?—Yes, particularly in certain parts of the East End.

5741. The staircases of these tenement houses are in a very dirty condition?—Yes.

5742. Do the police ever prosecute for sleeping out in London?—I do not know. I do not recall any case of that being reported in the newspapers; I am not able to speak with any certainty upon that question.

5743. These people who sleep out, do they go for free food too?—Oh, yes. (*Mr. Jury.*) I think the women undoubtedly are homeless, and have not the money for their bed; I do not think a woman would be likely to sleep out if she had the money to go to a lodging-house.

5744. She does not like sleeping out?—No.

5745. Why do they not go to the casual wards?—For the same reason as the men; they probably would be compelled to wash and do something in return for what they get; there is a certain tie attached to it. They can lie on the staircase and go off in the morning on their usual rounds, picking up their food where they can get it.

5746. What age are these women as a rule?—(*Sir Shirley Murphy.*) It is difficult to tell; I have talked to a number of them and I think they were mostly women between thirty and forty years of age. (*Mr. Jury.*) There are a good many old women and middle aged women, and here and there a young girl.

5747. (*Mr. Simpson.*) Not many young girls?—(*Sir Shirley Murphy.*) No, I think these women are the wreckage of life; they have failed somewhere; and at thirty or forty years of age they find themselves in this position.

5748. (*Chairman.*) Are the shelters used to any great extent by prostitutes?—(*Mr. Jury.*) I think not, sir.

5749. Some of the common lodging-houses are, are they not?—Yes, very largely. There is only one shelter for women and these are mostly old charwomen and street sellers; here and there a young girl, but the majority of them are old women known to the keepers.

5750. Have you any suggestion as to what should be done with these sleepers out?—(*Sir Shirley Murphy.*) My personal view would be that they should be put among the class that it was the business of the State to take care of.

5751. If they sleep out the existing law would do that, at all events for a short time?—Perhaps; but if they are not able to maintain themselves better than that I should place them in an institution.

5752. As regards the people who walk about at night, would your remedy be to prevent the giving of free food?—I should think that would have an effect, but I do not at once see how it would be possible to prohibit the giving of food.

5753. It would be very difficult to prevent the giving of food?—It would be very difficult to prevent any person giving anything away.

5754. You know that it is occasionally attempted in other countries than ours; people are fined for giving

money to beggars?—I do not know to what extent that is carried out.

5755. Is there any restriction on the sale of food in London at night?—(*Mr. Jury.*) It is my impression that a refreshment place has to be shut up at a certain time; therefore I feel that if the philanthropic people who give food away were governed by the laws which govern tradespeople there would be no harm done.

5756. (*Captain Showers.*) In Spitalfields, I think, we saw one shop selling food to a lot of people about two o'clock in the morning?—That was a general shop, not a refreshment house.

5757. (*Chairman.*) Now, are you of opinion that the present condition of things as regards sleeping out and so on is satisfactory in London?—(*Sir Shirley Murphy.*) No, I think it is very unsatisfactory.

5758. Do you think that steps ought to be taken either by better administration or by legislation to improve it?—I do.

5759. And your suggestion is that this lowest class of people who are unable to take care of themselves should be segregated?—I think so. I think if there were a proper administration for dealing with them that class would become much smaller; people would be deterred from sinking to it.

5760. You think it would diminish?—(*Sir Shirley Murphy.*) Mr. Jury has had considerable experience of these people, and he thinks it would absolutely disappear.

5761. Well, at all events new recruits to that hopeless body would be rare?—(*Mr. Jury.*) Yes, sir.

5762. I suppose you would have to deal with the old ones, would you not?—No sir, I think the old ones would take care of themselves.

5763. Do you think they would take to honest industry?—Yes, they require only very small efforts on their part to enable them to live.

5764. As regards the numbers, you would have, roughly speaking, 2,400 to deal with?—(*Sir Shirley Murphy.*) I think less than that actually, because if you remember in the beginning of this year there was a good deal of advertisement of food being given away, and in all probability people were in some degree attracted to London by it.

5765. You could easily make that number very much larger?—You could easily make it larger.

5766. By advertising charity, or what they call charity?—No doubt.

5767. (*Captain Showers.*) The food is not given away after a certain date, I think?—(*Mr. Jury.*) It is going on now, sir.

5768. I understood it was going to stop the night after our visit?—It is going on still; at Wych Street over 1,200 received food on that night.

5769. (*Chairman.*) And how many at the Commercial Road dépôt?—Less than 300.

5770. That is not a very formidable number in proportion to the total population of London?—(*Sir Shirley Murphy.*) Oh, no, I think the numbers are sufficiently small to make it quite practicable to deal with the question.

5771. You would add the persons who are in the vagrant wards, that is about 1,100 on the 17th February?—Yes; it is not a matter of very great magnitude for a city the size of London.

5772. (*Mr. Simpson.*) Am I right in understanding that the shelters, the philanthropic lodging-houses, are mostly full at night?—Yes.

5773. And that the common lodging-houses that are run for gain have a good number of vacancies?—Yes.

5774. And many casual wards have vacancies at night, I believe?—Yes.

5775. Is it not the case that the London county council have started a municipal lodging-house?—Yes, they have two; one in Parker Street, Drury Lane, and another which has not yet been registered as a common lodging-house, but which is a place of the Rowton House type, so far as design of building is concerned, at Deptford.

5776. Those are a third type; they are not charitable institutions, nor yet are they run for a profit. What do they charge for the night?—6d. at Parker Street and at Carrington House. *Sir Shirley F. Murphy and Mr. H. A. Jury.*

5777. And do they have vacancies there or are they usually full up?—Parker Street is practically always full. You see it is in a central part of London; it is close to the Strand, where accommodation of that class is a good deal used by the Covent Garden porters and people like that, but Carrington House at Deptford is part of a housing scheme, and was considered in relation to the number of people to be re-housed; that is not filled. 16 May 1905.

5778. That has really accommodation for working men in good employ, has it not?—The price charged is the same—6d. a night, but Carrington House was built later, and in the character of its accommodation is similar to the Rowton Houses.

5779. In Parker Street there are a good number of men who are regular occupants of beds there and who are not casual?—Yes, the majority are what are known as regulars.

5780. And if I remember right, it is a very good sort of accommodation for working men?—Oh, yes, it is very good.

5781. And yet the charge is only 6d. a night, and they supply food at almost cost price, do they not?—The sale of food is entrusted to the superintendent, who charges low rates but makes some profit out of it; he is bound by a tariff approved by the council.

5782. How many beds are there in those two houses?—380 in Parker Street, and about 800 at Deptford. They are both for men.

5783. Do you suppose the occupants are all single men, or are they men with families elsewhere?—(*Mr. Jury.*) There is no doubt, sir, that many of them are married men who are away from their families for some cause or another.

5784. It appears from your statement that though, of late years, shelters have been included as common lodging-houses, yet on the whole since 1894 there has been a steady decline in the total number of beds. Not only has the number of houses gone down, but also the amount of accommodation they provide?—(*Sir Shirley Murphy.*) Yes; but the figures do not vary very much. There has, no doubt, been a very much larger amount of accommodation actually provided for persons who wished to live in association, such as in Rowton Houses, and who would otherwise have been in common lodging-houses.

5785. (*Chairman.*) Do you inspect Rowton Houses?—No, we do not. The council took a case before a magistrate about four years ago. The magistrate held that the house was not a common lodging-house within the meaning of the Act.

5786. (*Mr. Simpson.*) What was the distinction; was it that they do not have a kitchen in common?—No, they have a kitchen in common.

5787. Is it that they have cubicles?—They have cubicles throughout, but cubicles have not been deemed by previous decisions to make a house other than a common lodging-house. I think the main point is that the magistrate thought that the class of lodger occupying it was socially of a different type. (*Mr. Jury.*) I think a great point to the magistrate was the fact that it was a hotel. He said, what impressed him most—I was in the court—was the fact that a man, although he lodged there, could go in and order his dinner, and could take in a friend to have his dinner with him.

5788. (*Dr. Downes.*) A man could take a friend into a common lodging-house, could he not?—If he chose; but that was the remark the magistrate made in regard to it.

5789. Was that case taken to the High Court, or was the decision merely magisterial?—(*Sir Shirley Murphy.*) It was magisterial only, but the council decided that they would not proceed further.

5790. (*Mr. Simpson.*) I suppose if it were held that Rowton Houses were common lodging-houses it is rather hard to see why you should not go on further and further until you would get to the Carlton Hotel?—(*Mr. Jury.*) As a matter of fact we had a decision afterwards which entirely covers the Rowton Houses; that was in the case of the Victoria Homes.

Sir Shirley E. Murphy and Mr. H. A. Jury. 5791. (*Chairman.*) Are the Victoria Homes common lodging-houses?—Yes, sir. The case referred to was that of *Logsdon v. Trotter*; they built a new house which was entirely in cubicles and the council decided to test it; Mr. Justice Channell, I think it was, decided that it was a common lodging-house.

5792. That case went to appeal?—(*Sir Shirley Murphy.*) Yes.

5793. (*Mr. Simpson.*) There is no clear and definite line between a common lodging-house and a cheap hotel really?—I think there is: the house is used more in common in a common lodging-house than it is in a hotel; even where cubicles are provided, all the people are practically in one atmosphere, and for the purpose of dealing with infectious disease it is desirable that houses where people live in this way should be under more inspection than persons who live in a hotel need be.

5794. There is more living in common, to put it shortly?—Yes.

5795. (*Chairman.*) Do you know the total number of inmates of the Rowton Houses?—Yes, I wrote to the secretary of the Rowton Houses and he was good enough to supply me with the figures. The number was 3,589.

5796. How many Rowton Houses are there?—Five. (*Mr. Jury.*) There is one at Hammersmith, one at Vauxhall, one at Newington, one at King's Cross and one at Fieldgate Street, Whitechapel, and there is a very large one for about 1,200 beds almost completed at Camden Town.

5797. So that the number of lodgers in one of these houses goes as high as 1,200?—That last one is not finished yet.

5798. Which is the smallest Rowton House?—Vauxhall, with about 500 beds.

5799. Anyway, it is a large lodging-house?—Oh, yes.

5800. (*Mr. Simpson.*) Do you know of any explanation, except the provision of accommodation like that in Rowton Houses, for the fact that the accommodation provided in common lodging-houses has been inclined to go down?—(*Sir Shirley Murphy.*) I think it is in the main the fact that accommodation of that sort has been provided in Rowton Houses; it is the only explanation I can definitely point to. Of course, common lodging-houses are under much stricter supervision than they used to be, and it may be that people hesitate to embark in the business as willingly as they might have done years ago. Again, the keepers have in association with their houses, or rather in the neighbourhood furnished rooms which are usually let at a shilling a night and which, although not common lodging-houses, do accommodate people of much the same class as those who go to common lodging-houses.

5801. (*Mr. Davy.*) Is there any restriction on these?—They come under the regulations of the borough councils for houses let in lodgings, but for one or other reason these regulations are not enforced in the same way as the regulations with respect to common lodging-houses are enforced, and I know it is Mr. Jury's experience that the number of private rooms kept by the keepers of common lodging-houses has very largely increased. (*Mr. Jury.*) I know that women go from the common lodging-houses to these rooms, taking a room and sharing it between them.

5802. It is not so expensive to pay 1s. for a room for four of them?—It is much cheaper and they are not kept under observation like they are in common lodging-houses.

5803. (*Captain Showers.*) With regard to those tenements, have you no power of making the people provide proper sanitary arrangements?—(*Sir Shirley Murphy.*) They are under the supervision of the borough councils who have power under their bye-laws for this purpose.

5804. (*Sir William Chance.*) You were saying, I think, that there has been a great improvement in lodging-houses since you first became acquainted with them?—Yes, a very considerable improvement.

5805. And you think that in time the requirements of the London county council will be carried out?—I think so; in fact they have been carried out; practically the common lodging-houses are now in very good order. The shelters are going to be brought into

line with regard to the bedding accommodation shortly, and after that I do not know that there will be anything special to criticise.

5806. And eventually you will have the entire separation of the sexes?—They are in effect separated now. Very few houses remain in which there are single men or single women with married couples; in fact there are only three houses of that sort now.

5807. And I think I understood you to say that the class which frequents the casual wards is entirely different from the class that frequents the common lodging-houses?—I ought to say that I have no actual knowledge of the people who frequent the casual wards, but from what I have heard they are of a different class.

5808. They are regular customers of the casual wards?—Yes, I gather they are a different class.

5809. We heard from the superintendent visiting officer of the casual wards that they were a well-known class in London?—That would agree with such information as I have.

5810. You would like all the shelters raised up to the standard at least of the common lodging-houses?—Yes. I see no reason for maintaining any lower standard than is provided in a good common lodging-house where the charge is 4d. a bed.

5811. Those people who do not make use of the common lodging-houses would be segregated?—It appears to me that people who are unable to provide themselves with the means of life that will enable them to live in the common lodging-house, for which there is no larger charge than 4d., want looking after.

5812. Is it your idea that the police should take action in the matter?—I have not thought what the machinery should be for dealing with them, but the common lodging-house provides, in my opinion, the lowest standard that ought to be accepted.

5813. (*Mr. Simpson.*) Is it not a fact that many people living in tenement houses and in their own homes have a very much lower standard than people even in shelters; does not evidence constantly come before the courts that people live in a state of almost indescribable filth?—I think there are people living in tenement houses where the physical conditions are far worse than those of shelters; there is great poverty and great dirt. But one is hoping that as the regulations for houses let in lodgings are more strictly enforced so far as cleanliness and the maintenance of the house in a wholesome condition is concerned, that those places will be very largely improved; in fact they are much better than they were. I can speak now of a great many years' experience of the condition of tenement houses. I was familiar with St. Giles in great detail in the cholera epidemic of 1866, and I have been more or less engaged in this sort of work up to the present time, and I am bound to say that the conditions which exist now are very far superior to those that existed in 1866.

5814. But one hears of cases other than those of houses let in lodgings where the conditions are appalling as regards the low standard not only of comfort but of decency. I suppose you would say that those are exceptional cases in private houses, and that it is quite impossible that they should be under the same control as a common lodging-house?—I think it is quite impossible that they should be as strictly regulated as a common lodging-house. In a common lodging-house, the keeper is responsible for the cleanliness of the house throughout. In a tenement house each tenant is responsible for the cleanliness of his own room, and that alone makes a difference which would render it very difficult to enforce the same standard in the two cases. But of course by frequent inspection of tenement houses many have been raised to a very much better condition than they were.

5815. Only a very small proportion of private houses are really inspected by Government or the municipal authority?—Yes, I have a return from which I could tell you how many houses are under inspection at the present time. The inspection, however, of these houses is a very different one from the inspection of common lodging-houses. Common lodging-houses are inspected once, and many of them twice a week, and the tenement houses are inspected, in some districts only occasionally, so that the conditions are very different in that respect. I think you had

in your mind, the question of the separation of the sexes. That of course can be strictly enforced in common lodging-houses, but although it is competent to a sanitary authority to make bye-laws for the separation of the sexes in tenement houses, yet it has not been deemed in any large degree practicable to enforce it. It has been thought that people cannot afford to take the rooms that are required for a family that is growing up, and in which it is desirable to separate the children, the boys from the girls.

5816. What I meant to suggest was that, suppose you raised the standard of living in common lodging-houses, it would not necessarily mean that the standard of living of the London lower class population would be materially improved?—No.

5817. The people living in common lodging-houses in London are only a small proportion: if you raised the standard for them, it would not be raising the standard of living for that class generally?—No, we should only be touching the 25,000 or 30,000 people who happen to be living in common lodging-houses.

5818. (*Sir William Chance.*) The conclusion that you draw from your two censuses in January, 1904, and February, 1905, is, I suppose, that there was plenty of vacant accommodation in the casual wards, common lodging-houses or shelters for those people who were sleeping in the streets on staircases, if they had chosen to take advantage of it?—Yes, plenty of accommodation.

5819. Both these censuses were taken in the winter; has any similar census been taken in the summer?—No; those are the only occasions on which such a census has been taken.

5820. Is it at all known whether the population in common lodging-houses and shelters is less in the summer than it is in the winter?—Yes, the common lodging-house population is a good deal diminished in the summer, in the fruit season and the hop-picking season.

5821. Do you think the number of people sleeping out in the summer would be larger than in the winter?—I think this would be found to be the case. Of course, there is a temptation to people to sleep out in the open in the summer.

5822. In the warm months?—Yes; and on the other hand there is an opportunity to go and live in the country, to do a little fruit-picking and work of that sort, and that would tend to reduce the number sleeping out in London.

5823. Would it not be useful if the county council were to take a summer census of these people, say in June or July?—Yes, I think it would. (*Mr. Jury.*) You will find a larger number of people sleeping out in July, and many of the men will sleep out from choice then; they will not mind spending their last penny, and have not the same incentive to reserve sufficient money for a bed as they have in the winter; quite numbers of them will sleep out in their favourite place, a street refuge or anywhere like that.

5824. The importance of this comes in the question of segregation. You would have to deal in the summer with a much larger number of people than you would in the winter?—I think you would cure them of the bad habit of sleeping out, in a very short time; I do not think you would notice it in the summer, after the first trial.

5825. You think it would stop the increased sleeping out in the summer?—I do, indeed.

5826. I suppose you regard it as a very satisfactory thing that there are comparatively so few women sleeping out?—(*Sir Shirley Murphy.*) Yes, it is a small proportion. Of course, the number of people sleeping out probably stands in some relation to the way in which they generally live; men go into a common lodging-house much more than women do.

5827. That is very clear from these statistics?—Two or three women will club together and live in one room to a much greater extent than the men will.

5828. (*Dr. Downes.*) I suppose the weather makes some difference in the numbers who sleep out on a given night?—The weather would make a difference. We have only on two occasions, however, actually tried to count the people.

5829. Do you know what the weather was, on those occasions?—Yes, it was fine. There was a shower in the

early morning on the first occasion, but they were both fine nights substantially, so that the numbers obtained may be looked upon as being maximum numbers for that time of year.

5830. Does a wet night increase the number of people in the shelters and common lodging-houses?—(*Mr. Jury.*) Yes, sir; it does.

5831. Your statement shows that the tendency has been for the shelters and common lodging-houses to increase in size: have you any views as to the advantage, or otherwise, of this?—(*Sir Shirley Murphy.*) I do not think that we have any experience that would enable one to say that the increased size of common lodging-houses is a disadvantage, as far as the administration is concerned. Of course, if I were going to decide the question myself, I would rather have smaller houses, so as to prevent the aggregation of these people in large numbers.

5832. I do not know whether you have arrived at any view as to what would be the best size for a shelter or a common lodging-house?—The larger common lodging-houses are found to be a more economical way of providing for these people. The reason, I believe, why the Rowton Houses have so increased in size is that they find that the cost of management has to be distributed over 800 beds, or some number of that sort, to make it profitable.

5833. The larger they are, then, the more cheaply they can be run?—Yes.

5834. Against that, they have to consider questions of health?—Of course, when we have had smallpox in the large common lodging-houses we have had a great deal of difficulty. (*Mr. Jury.*) They are more difficult to manage in that respect; the smaller houses are, I think, much better in every respect. But it costs as much to run a house of about 40 beds, as regards management, cooking and that sort of thing, as it does to run a house of 100 beds. That is the reason why they try to get as many beds as they possibly can.

5835. You draw a distinction between a shelter and a common lodging-house; a shelter, probably, is run on a philanthropic basis and a common lodging-house on a commercial basis?—(*Sir Shirley Murphy.*) The distinction no doubt is due to the fact that the common lodging-house is provided in the ordinary way of business, and the shelters by philanthropic agencies; both, however, are common lodging-houses within the meaning of the Act.

5836. There appears to be some need for a definition in these matters, but I think you have mentioned in the case of Rowton Houses that the definition is not quite settled?—Well, Rowton Houses are not deemed at the present time to be within the common lodging-house law.

5837. It has been suggested that there is a difficulty in drawing the line between those places and hotels; but is it not the fact that in Rowton Houses and other places of the same kind there are facilities provided for the inmates to do their own cooking and their own washing?—Yes.

5838. And many of them do their own cooking and their own washing?—Yes, many of them do.

5839. Whereas in a hotel, in the ordinary sense of the word, that is done for them?—Yes.

5840. Have you any return showing the number of those places which are run on a philanthropic basis pure and simple, as against the purely commercial one?—That would be difficult to state. There are some that are absolutely free, such as the Medland Hall and Providence Row. Then there are the Salvation Army and the Church Army institutions which are philanthropic in their intention. As to what the financial position is, I do not know.

5841. Would it not be better to say subsidised by philanthropic people?—Probably. The only places of the Church Army which are under regulation by the council are those which are now recognised as common lodging-houses.

5842. I only wanted a rough idea of the number of those places with their accommodation, that were really wholly provided by philanthropic people, or are subsidised; that do not pay their own way independently of philanthropy?—We have no knowledge of whether they pay their way or not.

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5843. (*Chairman.*) Well, what are the bodies that run these philanthropic institutions?—There is the Salvation Army with their institutions, and there is the Church Army. The Church Army places are 6d. lodging-houses, and the accommodation provided is the same as you would get in an ordinary 6d. common lodging-house. They are generally run together with their ordinary labour homes which are not licensed. There is also Medland Hall and the Victoria Homes, which are run by a committee. At the latter, the charges are 4d. and 6d. (*Sir Shirley Murphy.*) I should think it would come to about 6,000 beds.

5844. There are only two absolutely free shelters in London?—(*Mr. Jury.*) There are more than two. Dr. Barnardo has two free shelters for women and children; then there is Medland Hall shelter, and Baggallay Street, a very small place, which a number of West End gentlemen run, and Providence Row with accommodation for 140 men and 180 women: those are absolutely free.

5845. Is Providence Row Miss Berkley's place?—No, it is a memorial to Father Gilbert, an East End Roman Catholic priest.

5846. (*Dr. Downes.*) Do you have any registration of the numbers of the people night by night in these houses?—(*Sir Shirley Murphy.*) No, only now and again, when we ask for it.

5847. Have you any power to require a register of the numbers sleeping?—The council has power to require the keeper of a common lodging-house to keep a register of persons, but it has never been put in force in that way. Four or five times we have asked the keepers to make a note of the number of lodgers and that has been done. In that way we have got information on particular days. We took the number on the occasion of the Jubilee of the late Queen; that was in 1897. The number was taken also in 1902, and again in 1903, 1904 and 1905.

5848. Are you satisfied with your powers in regard to common lodging-houses in London, or are there any suggestions you have to make?—No, I know of no particular want at the present time.

5849. Are you acquainted with the common lodging-house system outside London?—I have inspected them in several towns that I have been into at different times.

5850. Do you possess more powers in London than they do outside?—No, the powers of regulation are practically the same.

5851. If they have as much power as you have, it would be open to any local authority to improve the lodging-houses in their district?—There is no doubt they can do much under the existing laws, but we do go beyond them in one respect; the London county council has power to license annually common lodging-houses, and I think only one or two towns have got that power.

5852. That is a very important power?—The London county council have found it a very useful one. One of the northern towns has it; and they have it in Scotland.

5853. Is that a power which you think might be desirably extended to other towns besides London?—It gives a larger power of control than can exist with the system of registration.

5854. (*Chairman.*) No one can keep a common lodging-house, unless you license him?—That is so. And the licence is not only to the house, and its fitness generally, but to the person who gets it.

5855. Now in practice, could you stop Medland Hall?—Medland Hall is subject to the same law as other common lodging-houses, and is licensed by the council.

5856. They could refuse to license?—They could refuse to license any house structurally unfit to be a common lodging-house, and any keeper whose character was not satisfactory.

5857. That is another question; but in case one of these shelters was conducted so as to be an economic mischief, we will say, the council would have power to stop it?—I should think not on that ground alone.

5858. (*Dr. Downes.*) Have you or Mr. Jury formed an opinion as to where these people are recruited from who

frequent the common lodging-houses and shelters?—(*Mr. Jury.*) I think it is a gradual process of coming down, perhaps losing a situation, or through drink. My own feeling about the matter is that the dosser is almost a stationary quantity in London; I may say that they die off just about as rapidly as they come on.

5859. What is the rate of mortality in those places?—(*Sir Shirley Murphy.*) I presented the mortality rates for the year 1902 to the Physical Deterioration Committee and I can furnish the particulars for the years 1903 and 1904 (*see Appendix IX*). The mortality is very high; they die very largely of phthisis and lung diseases.

5860. Those later figures we should be glad to have. Well, then, if it is more or less a stationary number, where do the people come from who fill up the places of those who die?—(*Mr. Jury.*) A man takes to drink, loses one situation and gets one a little bit below it until he comes down to be a dosser; or a man may be lazy and come down to the doss house in that way. We get a great many old soldiers; when they come back from India they cannot find any regular work and they take to the common lodging-houses and finally become regular dossers.

5861. Are they mostly new-comers to London?—No, I do not think so, sir. During the winters that the soup has been given away there is not the slightest doubt we have had a very large influx from the provinces, and I think that they have come here attracted by this sort of thing. I remember in the time when the King's tent, belonging to the Church Army, was in full working order, I asked a question as to whether they were not countrymen. They said no, they were mostly Londoners. I went through them very carefully and asked each man. I found that 30 out of 100 had recently come to London, within say a month or six weeks; and I am sure some of the answers of the others were not given truthfully. I could detect that they were countrymen by their complexion and their brogue, and I believe they thought it was some particular enquiry about themselves that I was making and not a general enquiry.

5862. Is it your experience that on particular occasions such as that, or on particular announcements of charity, people are attracted from the country up to London?—That is my firm opinion. We never seemed to have so many of these night walkers before the soup-giving commenced.

5863. The distribution of soup has increased the trouble?—Yes, and I think the shelters may also have contributed to it.

5864. Do you get many foreigners amongst those people?—Only in particular houses. We have got one or two houses which are patronised by Jews and Germans, and our committee have instructed us to enquire into the low class German restaurants. I had a case the other day at the Thames police court, about a very low-class German restaurant of which the keeper is now compelled to apply for a licence. In the West End there is a lodging-house which is largely used by Swiss waiters.

5865. With regard to the effect of vermin as a danger to the population, is it not a fact that there is a good deal of increasing evidence as to the conveyance of disease by insect life?—(*Sir Shirley Murphy.*) I think there are a good many possibilities in that direction, such as have been largely discussed in connection with plague.

5866. And I think that some years ago there was a good deal of relapsing fever in London. It has been suggested that relapsing fever is conveyed by bugs?—That is so.

5867. So that there are possibilities in that direction?—Certainly.

5868. (*Captain Showers.*) I do not know whether the Metropolitan Police have powers of taking into custody anybody sleeping out in London?—I am afraid I do not know in any detail what the police powers are in that matter.

5869. If they have that power, do you consider it would be a wise step to take into custody all the people who are found sleeping out?—I should not allow them to continue to live in that way; I should put a stop to that.

5870. It would rather fill up the cells at the police

station, I take it?—I think you would find the numbers would diminish very rapidly if measures were taken for dealing with the matter.

5871. (*Chairman.*) Now with regard to the cost of living in common lodging-houses: what can you tell us as to the food?—The persons live very cheaply. Of course I am speaking now of the poorer lodgers who are 30 per cent. of the total. They buy tea and bread in very small quantities by ha'p'orths; they buy meat, what are called block ornaments, which are sold at about 2½d a pound.

5872. Block ornaments are the outside pieces?—The outside pieces of the meat that the butcher has exposed on his stall and which are cut off when he wants to exhibit a more attractive surface underneath.

5873. Most of this food is sold to them inside the lodging-house, is it not?—Not most of it; only certain lodging-houses sell food inside; most of this food of which I am speaking is sold outside; where there is a common lodging-house there are people who cater for this class.

5874. Whether the food is sold outside or inside the common lodging-house it is sold for profit?—Oh, yes, undoubtedly.

5875. So that the vendors make a profit at this price?—Yes.

5876. Well now, what do you say a man could live on for a day?—I have set out in my statement the cost of different articles of food which were obtained by enquiries by the council's inspector from particular lodgers, so that those are actual facts as to what particular lodgers paid for articles of food. I find that the breakfast very often consists of tea and bread and salt butter or margarine; the tea costs them a halfpenny; the bread a halfpenny or a penny; the margarine perhaps a halfpenny or a farthing.

5877. What weight of bread would they get for the halfpenny?—To test that we sent some lodgers out to buy different quantities of food and made them bring it back to us so that we could weigh it. A twopenny loaf weighed one pound ten and three-quarter ounces, butter was a penny an ounce, margarine a halfpenny for one and one-eighth of an ounce. Tea is very expensive, a halfpenny worth of tea dust weighed only three-eighths of an ounce.

5878. Would that make two cups of tea?—Oh, yes, a pint. It will make more tea than they want to drink.

5879. (*Sir William Chance.*) In your statement you refer to a dock labourer whose meals are given on four consecutive days: do you know anything about him?—I know nothing about him except that the inspector questioned him and he supplied the information as to what his food had been.

5880. Do you think he was getting free meals on those days when he only spent 3d. or 4d. on food?—One never knows what these people do; they get a great deal of help from each other; there is no question about that.

5881. You notice on the second day he did not have any breakfast?—Well, he may not have had any money to buy it with.

5882. Then he had a good tuck-in apparently during the rest of the day; it cost him 1s. 4d. the second day?—Yes, he evidently had earned some money and bought his food.

5883. Then he went down to 4d. the next day, then up again on the fourth day to 11d; he seemed to starve himself on alternate days?—I think that is probably the case with a considerable number of persons of that class. (*Mr. Jury.*) They never save anything, they live from hand to mouth; I mean to say, if a man made 2s. in a day very few of them would have a halfpenny at the end of that day.

5884. (*Chairman.*) The cost of the food seems incredibly small to people who are not alive to the way in which the poor live?—(*Sir Shirley Murphy.*) Yes; that is so.

5885. At the Salvation Army shelters they pay 2d. for their food; what do they get?—(*Mr. Jury.*) That is a mug of tea, probably between half a pint and a pint, and a thick piece of bread and margarine or marmalade, or a slice of cake.

5836. 1d. is charged for that?—Yes.

5887. It does not cost 1d., does it?—No, sir.

5888. What mainly concerns us is the general question of the cost of living for these people, and your net conclusion is that the cost of food is very small?—(*Sir Shirley Murphy.*) The cost of their food is very small.

5889. Now what about their clothing?—Their clothing is purchased in the same way at very low prices. In my statement I have given the prices of clothes which were purchased by a lodger, viz.:—coat, 3d., trousers, 1d., he had not any waistcoat; shirt 4d., and I think he had not paid anything for his boots. I have had sent here for your inspection a man's suit and a set of women's clothing which a lodger purchased for me in Middlesex Street, to show you the kind of clothes that can be bought. (*Clothes exhibited.*) These are the man's clothes: the coat cost 8d., trousers, 9d., shirt, 3d., waistcoat, 2d., socks, 1d., boots, 3d., cap, 2½d. Boots, which are a relatively expensive item, they reckon to cost from 8d. to 9d. a pair, but if odd boots are bought they come down to 4d. or 5d. for a couple. Then there is woman's clothing: chemise cost from 2d. to 4d., drawers 2d. to 4d., corsets, 2d., two petticoats, 6d. to 8d., stockings (new), 2½d. a pair; odd stockings like odd boots are cheaper, they cost 1d. a pair. A skirt costs 6d., bodice, 3d., coat, 6d., hat, 6½d., boots, 8d. per pair, odd boots, 2½d. for two.

5890. Where were these bought?—These were bought in Middlesex Street, formerly known as Petticoat Lane.

5891. Were they made by foreign workers?—No; these are second hand or third hand articles.

5892. The instructive part of this is that a man can live on a very small amount of ready cash?—Very little indeed.

5893. It facilitates his existence in London outside institutions?—Yes.

5894. (*Mr. Simpson.*) If you buy a pair of trousers for 1d., you do not expect to get much wear out of them?—You see they probably would be trousers that nobody else but a man of this class would wear at that stage; it is 1d., or nothing almost, but still they cover his legs.

5895. (*Chairman.*) I suppose a single man or woman in London would very seldom be driven into an institution from sheer want of cash?—No, not people of this class except through sickness; a very small sum provides for these people. Of course I am not suggesting that the money they spend on food is a proper amount or that their food supply is a sufficient and adequate one; they are just keeping body and soul together living in this way.

5896. You think that is not enough for a man who is working?—No, from what I know of the way these people live, there is no doubt some of them are living in a state of semi-starvation.

5897. Still, they get great advantages in the way of cheapness; the only institutions which are, to any extent, eleemosynary are the free lodgings?—Yes, I think that is so.

5898. I mean to say all the others are on a commercial basis?—I think so; of course, in these shelters they only pay small sums for food, but I should think they pay quite enough for what they get.

5899. A profit is made on the food in the shelters — I think a profit must be made.

5900. Does not the extreme cheapness seem to work a social mischief?—Yes, I think that the conditions of life are lower than should be found in a civilized community.

5901. In your statement you refer to smallpox in common lodging-houses; have you had many cases where smallpox has been spread by persons of the tramp class?—During the last outbreak of smallpox, that is to say the outbreak which began in 1901 and extended into 1904, the disease was very largely spread by the inmates of common lodging-houses after it once began to get a foothold in London. It came, I think in the main from abroad; there had been smallpox in Paris and it appeared first in the neighbourhood where there were a great many foreign waiters in connection with restaurants and hotels near Tottenham Court Road. One of the earliest cases was a child who was thought to have chicken pox. From this child the disease spread locally; then it got into the common lodging-houses a little later, and was spread gradually across London by inmates of common lodging-houses moving from one house

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to another. It found its way at last to the East End of London—Stepney—and there it spread to a considerable extent among the common lodging-house class. But the point that was certainly noticeable during the epidemic was that the inmates of common lodging-houses did not manifest such susceptibility to smallpox as I expected them to have, and I think it was largely due to the fact that so many of them had had smallpox before or had been vaccinated. They had been to the workhouse or some of them had passed through the Army, and they were really very much better protected against smallpox than the average population in tenement houses.

5902. Do you make any suggestion that would minimise the danger of the spread of smallpox through common lodging-houses?—No. Of course the way to make a population immune to smallpox is to secure its re-vaccination, and I do not know how it would be possible to do that except by a general amendment of the vaccination law.

5903. (*Dr. Downes.*) I think you told us there is a good deal of phthisis in common lodging-houses?—Yes; the people die largely of phthisis, and I think that is probably accounted for in some degree in this way: a man who gets phthisis is less able to work, and thus descends in the social scale until he reaches the common lodging-house.

5904. Should that not lend special importance to the question of ventilation in those places?—Yes, it is an important question.

5905. In some of the places I saw, the fireproof arrangements rather seemed to interfere with ventilation?—Yes, the question of ventilation must no doubt be gone into very carefully. I have that under observation with full knowledge that some of the houses do want amending with respect to ventilation.

5906. (*Sir William Chance.*) What is the reason for the very large number of homeless persons who were found in the borough of Westminster on the night of the 17th February, 1905?—The reason was that there was a distribution of free food in that district.

5907. What was the number of people who received food?—There were 827 men and 39 women receiving food at the Salvation Army shelter at Wych Street, and 300 men waiting for work and food at the Church Army tent, Clare Market in the Strand.

5908. There was a very large number of homeless persons found at Stepney the same night; what was the reason for that?—That was for the same reason. That number included 161 men and 60 women receiving food at the Salvation Army shelter, Whitechapel.

5909. And then the total number of homeless persons on that night was 2,181?—Yes, 1,869 men and 312 women.

5910. And of those, 1,682 were homeless in Stepney and Westminster alone?—Yes.

SEVENTEENTH DAY.

Wednesday, 17th May, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

The Rev. Canon BARNETT called; and Examined.

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5911. (*Chairman.*) Canon Barnett, you have kindly come here to-day to give evidence especially with regard to children?—Yes, primarily. I am come on behalf of the State Children's Association, but I should like to say something about other classes of vagrants as well.

5912. You have been a guardian for some time, have you not?—Yes, for thirty years.

5913. Where?—In Whitechapel.

5914. What is your opinion with regard to the present condition of vagrancy in Whitechapel?—Vagrants accumulate there because of the temptations of the shelters and the common lodging-houses, and a great number of these go into the workhouse; we count it as one of the great difficulties of poor law work in Whitechapel.

5915. When the children go into the workhouse they cease to be vagrants?—But often they do not stay there.

5916. In what way do you think that the present condition of the law with regard to vagrant children is defective?—I think the guardians are often willing to adopt children when the parents are chargeable to them, but they are not disposed to adopt them when they are manifestly wayfaring. I think the Act should be improved as suggested in the Vagrant Children Bill.

5917. You mean Sir John Gorst's Bill?—Yes. That Bill makes it an offence to keep the children outside the Education Act. Merely to charge a parent with being a vagrant did not seem to be sufficient, and the State Children's Association, who drafted the Bill, were advised that if we made it an offence for a parent to keep his children outside the range of the Education Act it would

be something definite with which to charge the parent. The first difficulty is to get the parents before a magistrate, and the next is to get the guardians or someone else to take charge of the children. We meet the second difficulty by requiring that the payment should be made a county and not a parish charge.

5918. If you found children in the company of those who were vagrants with apparently no real desire for work, would you detain those children?—Yes.

5919. And educate them, taking them away from their parents or the persons in whose company they were?—I would say apply the adoption Act; let the guardians adopt them, and give the guardians power also, when they have adopted them, to emigrate them.

5920. Would you have these children dealt with by the guardians or by a magisterial order?—By a magisterial order.

5921. To take children away from their parents is a strong measure and probably it would have to be done by magistrates after due enquiry?—Quite so, and that is arranged for in the Bill.

5922. Are there a large number of children who would come under the description of children of vagrant parents?—From enquiries made by the State Children's Association, it is found that a large number of children pass through the country workhouses. The striking thing is that children are to be found in country workhouses who are not to be found in town workhouses; in towns they go to the shelters. Even in Birmingham, where the lodging-houses refuse to receive children, the number admitted to the casual wards was 1,100; so

that where the shelters will not take in children, there is a much larger number found in the casual wards; but in London, where the lodging-houses take children, there are very few found in the casual wards.

5923. Would it be the case that where a man goes to the casual ward the children go to the shelters in London, or to the common lodging-houses in the country?—I think that in London parents and children frequent the shelters, but in the country, where there are no shelters, they are all driven to the casual wards.

5924. The number of vagrant children in proportion to the number of adults is very small indeed?—Of course a great many of these people travel without children, as you know.

5925. What is your experience?—According to my experience in London we do not get a large number of children in the casual wards, but we do find a large number about the streets and in the shelters and in the common lodging-houses.

5926. Those are the children that you suggest the State should adopt and train?—Yes. As a guardian, whenever these shelter children came before the board, I used to exercise all the influence I had to get the guardians to adopt them, and in Whitechapel we did adopt a very large number.

5927. That would not be by magisterial order, but by the action of the guardians?—Yes, but we want a magisterial order to bring more within our net.

5928. You think that there should be additional power over and above the Industrial Schools Act?—Oh, yes. I do not want small children to be sent to industrial schools. I would much prefer that they were adopted, boarded out and emigrated. The Industrial Schools Act is too limited.

5929. Have you had experience of industrial schools?—Yes, as a manager and chairman for many years.

5930. Do you not think they answer remarkably well?—No, not remarkably well. I think too many children are taken away from home at much too early an age. The system does not bring out the possibilities of the children, and very often a boy of seven or nine is sent to an industrial school, and he is kept there until he is sixteen at great expense to the public, without ever getting the "mothering," the fondling and that personal moulding of character which makes children grow up into useful men.

5931. I am glad to say that my experience is the other way?—I have seen a great deal of them; I was chairman of one school at Whitechapel for many years and I have seen something of the schools in Bristol also.

5932. Do you know Feltham schools?—No, my school was the East London industrial school.

5933. Do you not think that very often, if there is a failure with regard to the smaller children, it may be because the female head of the school is not efficient?—I do not imagine that one female can divide herself up among a hundred children.

5934. If she is a thoroughly efficient woman who really overlooks all the smaller children, do you not think she is a very great power?—She may be a great power, but I do not consider that the industrial school system is suitably adapted for a large number of the children who are sent to industrial schools. I am not objecting to industrial schools for certain boys, but greater discrimination is wanted. As a principle, I would never send a child of under 12 or 13 years of age to an industrial school.

5935. I think you have something to say on the subject of shelters; they would be Metropolitan shelters, I suppose?—Yes.

5936. In your district there are some shelters, I think; what have you to say as to their effect?—I think the shelters do encourage the class of vagrants at present, but I do not imagine that they can be closed until something efficient is provided for the vagrant. I should like the casual wards to be very much changed; I should like them to be turned practically into receiving wards in which there should be discrimination exercised, so that certain of the casuals might be referred to remedial agencies, where there might be provision for emigration or for sending them to training farms, and there should certainly be a power for restraint to be applied for three or

four years. Until we take these vagrants out of the streets, we shall never deal with the unemployed problem. It is they who confuse the public mind and prey on the casual giver; it is they who make things so bad, and it is they who touch the hearts of the labouring workmen and make them indignant. They must be taken off the streets.

5937. You suggest that that class is encouraged by the present action of the shelters?—I have no doubt about it.

5938. Would you propose any additional supervision of the shelters?—I would like to provide something which would so satisfy the public conscience that shelters would be no longer supported at all.

5939. What would that be?—I think the casual ward should be a receiving ward to which all these vagrants could go and know that they would not be put to a certain kind of prison labour, but that they would be dealt with fairly, and that those who really wished to turn over a new leaf and begin to work would be helped to begin to work, by being sent to a training colony or something of that sort; while others who would not work and who resisted all these influences should be shut up for three or four years. In that case the public mind, which is now so charitable, would stop its charity. Kind people refuse to send a man now to a casual ward because they know what is going to happen. The man is made to hate labour, and he comes out more disinclined to work than ever, and a greater enemy of society than he went in.

5940. Do you not think that any honest man would be glad to do some work to pay off what he has cost the State?—Hardly under the conditions of the casual ward. And these men are not very highly developed honest men; the smoking flax of honesty wants a good deal of development in them.

5941. Do you not think it a fair thing that he should do something for what he receives?—That is exactly what I should like to teach him.

5942. Does not the work in the casual ward teach him that?—No, it makes him hate work. To put a man behind a grating and to say to him that he has to break so many stones and throw them through that grating is to make him feel that work is a hateful thing. I should like to put him under such treatment, for instance, as the Salvation Army give at Hadleigh, where they take the same class of man as we get in the casual ward. I have seen these men looking vindictive and full of enmity against society generally and resisting the work given them in the casual ward, and I have seen the same men down at Hadleigh, under the humane treatment of the Salvation Army, really learning to like their work. The Salvation Army system is teaching them to love work. The system of the casual ward makes them hate it.

5943. The Salvation Army have no means of compelling the men to work at Hadleigh, have they?—No.

5944. Then if a man refuses to work, they have no means of making him work?—No. I should like compulsion applied there, so that the man should not be allowed to leave.

5945. What sort of compulsion would you apply?—I would put him there for three or four years.

5946. You would compel men to stay for three or four years; do you think that that would act; is it not contrary to the spirit of the British people?—I know that it will commend itself to the leading working men, who have said as much to me. Lansbury of Poplar and Crooks have said "Why don't you press on with that? Until we get these fellows taken off our case is spoilt."

5947. Where would you commit the men?—To a labour colony.

5948. Do you think they would stay there?—I should not let them out.

5949. But how would you keep them in?—In the same way as we keep them in prison.

5950. Then you would have to build walls round and have warders, and so on?—I should manage it rather as the reformed prisons are managed. But I would not let them out.

5951. Take a man who is thoroughly determined not to work and who is sent to one of these places for three

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years ; how do you propose to retain him?—If necessary by building a wall round and keeping him there.

5952. Then, of course, it becomes a prison?—Yes, in a measure.

5953. Then should it not come under the Prison Commissioners?—Well, of course, there are prisons and prisons ; it would become a prison of the reformatory rather than of the penal sort.

5954. But Reformatories are under the supervision of the Home Office?—Yes.

5955. Our difficulty has been to understand how the advocates of detention in labour colonies would compel a man to work?—I would put him under restraint. I would apply all humane means to make him respond, and if he did not respond he would have to be sent off to prison.

5956. (*Mr. Davy.*) Have you formed any judgment as to the number of children who would be subject to the provisions of this Bill?—We have tried to discover it, but it is impossible to get the accurate number.

5957. Have you formed any opinion as to the number of children who frequent casual wards?—There again, we can only get these returns.

5958. Do you know what is the number of children in the casual wards on one day all through England?—No, I do not.

5959. It is something under 300. In Birmingham you say 1,182 were in the casual wards in 1904 ; that would be during the whole year, would it not?—Yes ; the number during last year.

5960. That would be an average only of about three a night ; the total number for a year tells us little as to the actual number of vagrant children?—That is so.

5961. With regard to London, can you tell us what shelters take in children?—The Salvation Army take in children, and so do Dr. Barnardo's homes.

5962. Is there more than one Salvation Army shelter which takes in children?—I am speaking only for Whitechapel, where there is one, and Dr. Barnardo takes in children. Of course, the common lodging-houses take in children.

5963. On the 21st June, 1897, in all the shelters and common lodging-houses in London, which provide for over 28,000 people, there were 139 children, and on the 23rd June 1897, there were 105 children?—Does that include furnished lodgings?

5964. No ; that is in shelters and common lodging-houses. And on the 29th January, 1904, there were 87 children and on the 19th February, 1905, there were 34 ; there were fewer in winter than in summer. Do you suppose that all these children who went to these common lodging-houses were proper subjects for treatment under this Bill?—Yes, I should consider they were all in need of protection. I see a great many of them—for instance, only last Tuesday night there were 150 of them in one of the Toynbee Hall rooms,—wild, untaught and ill-fed children. That is in [one little neighbourhood, and they were willing to come in just for a play-hour. Most of us who know them felt that they were children who would grow up to nothing but a wild vagrant life.

5965. They were living with their parents, I suppose?—A sort of parents. Many of them come from Dorset Street, which is full of furnished lodgings at 8d. a night. The children go there more than to common lodging-houses.

5966. It is very essential to get an approximate idea of the number of children to be provided for?—The late school board made an investigation into the shelter children to find out how many children in shelters, common lodging-houses and furnished rooms were not attending school.

5967. Have you any experience of day industrial schools?—Not personally.

5968. What do you actually propose by the Bill you refer to?—We propose to get hold of the children by charging the parents with keeping the children from the possibility of attending school. We make that an offence.

5969. The parent, if convicted, would be liable to get three months' imprisonment, would he not?—Yes.

5970. And the child is to be under the control of the guardians?—And the guardians would have power to emigrate or adopt or board it out, and the charge would be paid out of the county rate.

5971. That is in order that the guardians should not be deterred from adopting children on the ground that the expense would fall on their own union?—That is my experience in Whitechapel. The guardians were largely willing to adopt the children, but they said, "Why should we adopt all these children who are not really chargeable to Whitechapel?"

5972. They did not mind adopting the children in the cases where they were chargeable to their own union?—Very few of these vagrants have a settlement.

5973. There would be a tendency to decline to put the Act in force in cases where a child was obviously not chargeable?—That is what I found. A great many children came within our reach, but they have escaped us because the guardians would not apply the Act.

5974. Therefore you would pay 6s. a week out of the county rates in respect of each of these children?—Yes.

5975. When the parent came out of prison, after serving his three months' imprisonment, would the child remain boarded out?—The parent would probably not know where the child was. In many cases I would emigrate them.

5976. You would absolutely take the child away?—Yes.

5977. Would you not allow any room for repentance at all?—They do allow an opportunity under the adoption Act.

5978. By appeal to the magistrate?—Yes.

5979. That would apply here?—I suppose so.

5980. Suppose a child were emigrated, where would the appeal be then?—There could not be an appeal in that case.

5981. It would apparently be beyond appeal?—Yes, but I would do it.

5982. You would have no scruple in the matter?—I would have no scruple in the matter.

5983. You are aware that a good many Bills have been introduced on these lines?—Yes.

5984. So long ago as 1900 there was one?—Yes.

5985. They vary very little in their provisions?—That is so. This Bill has the support of many people, as well as that of the parliamentary committee of the Association of Poor Law Unions. It has been sent to all boards of guardians, many of whom have agreed to it.

5986. The Bill of 1900 suggested the locking up of the parent and the taking of the child?—I think a parent with the beginning of love for his child will not allow it to be adopted ; they fear it more than is commonly known. It would be a great incentive to making people live a better life.

5987. I suppose you have conversed with tramps?—Yes, many times.

5988. When you have asked a woman whether she was willing to give up her child what has she said generally?—No.

5989. Is that almost invariably the case?—Yes.

5990. Is it the case even with regard to young children, who cannot earn money?—I think they will always say "No."

5991. Whether they mean it or not?—Yes.

5992. When a child reaches the age of fourteen it is a source of income?—And even under that age they are a great source of income.

5993. I suppose you are aware that it has been suggested that the Industrial Schools Act meets that difficulty, if properly applied?—Yes. But I do not think it does or ever will. I think it is monstrously expensive in the first place.

5994. In what way is it expensive?—You put a child in at the age of seven or eight years and you have to pay for that child £20 a year until it reaches the age of sixteen. I know the temptation there is in industrial schools for the managers to keep the children in much too long because they become earners.

5995. But if they became earners it would diminish the expense, would it not?—It does not diminish the expense to the public, and it is not at all good for the boy.

5996. The official returns as to what ultimately becomes of boys from industrial schools are satisfactory, I think?—Yes, official returns often are satisfactory.

5997. The boys turned out from large industrial schools are supposed to do very well, are they not?—Yes, but in my experience they do not do so well as people generally think they do. We, who live in among the degraded, see the other end. We know how many of them drift back into our neighbourhood.

5998. Have you any experience of a large English public school?—I know a great many men who come from public schools.

5999. Did you ever contrast the number of successes from Eton or Harrow with the number of successes from a large industrial school?—There is no common standard, I think.

6000. Men of your age and mine would probably know pretty well who are the successful ones?—Yes, but it is a very different thing with men who have come from industrial schools and come to be casual labourers, beggars, lodging-house livers and so on.

6001. Do they come to be common lodging-house livers?—Many of them do.

6002. That is a view not generally accepted?—I know well men who know most about these things in Whitechapel, and they say that in the common lodging-houses they frequently find boys who have been in industrial schools coming back to the same sort of life they led before. A boy of sixteen probably comes back within reach of his parents.

6003. Have you ever followed that out in detail so as to know what industrial school the boy comes from?—Some of the men living in Toynbee Hall have made enquiries and found out what boys come from particular schools.

6004. A great many people interested in this matter do follow the cases out in detail, both with regard to poor law schools and with regard to industrial schools?—Many boys go into the Army—into the band.

6005. From industrial schools?—Yes.

6006. Would you say that a career in the Army is likely to lead to the common lodging-house?—In the casual wards you will see a good many Army men.

6007. Should you think that they were of the class that come from industrial schools?—I could not say.

6008. A boy going into the Army from an industrial school would have to have some knowledge of a trade?—There again I doubt very much whether boys really learn much of a trade at industrial schools. They learn certain handiwork, to cut sticks and fold paper, but in my experience they do not learn much in the way of a trade that is subsequently helpful to them.

6009. Do they not learn tailoring?—Very inefficiently—not enough to be of much use.

6010. Or shoemaking?—That again very inefficiently.

6011. Would they not learn enough to supplement their earnings in the Army?—I do not know about the Army at all. You asked me about when they came out.

6012. But a good many boys go into the Army from industrial schools?—Yes, so I hear.

6013. It would be quite easy to find out what becomes of them by applying to the colonels?—At the age of thirty or forty, that is when they come down to us in the casual ward?

6014. Do you mean to say that the taint of the industrial school runs through a successful Army career and comes out at the end?—What I wish to say is that the industrial school training does not usually so establish a boy's character as to make him generally capable as a wage earner. It very often leaves him deficient in those qualities which are necessary for making a living.

6015. Of what industrial schools have you had actual experience?—Where I live we had one next door to us, which I used to visit—the Commercial Street industrial

school, and I was chairman of the East London industrial school and knew it intimately for many years. I got it removed to Lewisham because the neighbourhood of Whitechapel was very bad for the boys. Now it is quite a flourishing industrial school with about 200 boys.

6016. Is that the school by the South-Eastern Railway?—Yes.

6017. It has no land attached to it?—No. It has a little garden, but it has been overrun since we took the property.

6018. Do you think it is the sort of place at which an industrial school should be put?—No, I would put it in the country.

6019. You are in favour of the reform of London casual wards; what is the method in Whitechapel?—In Whitechapel we have an associated ward; in St. George's in the neighbourhood we have a cellular ward. Our ward is an unreformed one, and the Local Government Board are often urging us to reform it, but when we look at the reformed ward in St. George's the guardians do not feel very much inclined to obey the Local Government Board, and they have been resisting them for some years past.

6020. (Sir William Chance.) The St. George's ward was very costly, was it not?—Yes.

6021. (Mr. Davy.) The theory is that you may not lock up a man in his cell?—In St. George's he is locked up, I think.

6022. Are you sure the door is locked?—So I understand, but I have not seen it done.

6023. You are aware that a London police magistrate says it is illegal to lock a man up in that way?—But they keep him alone in his cell.

6024. The result would seem to be that these very expensive cells are really associated wards all the same?—It may be so.

6025. Do you know anything about common lodging-houses?—We have many in our neighbourhood; they have been greatly improved.

6026. They fulfil a useful function, do they not?—Yes.

6027. And it would be a very great hardship to the labouring class if common lodging-houses were abolished?—Yes. A great deal has been done lately in the way of improving them, especially since they came under county council management; they have greatly improved.

6028. A man can get quite a decent lodging for 4d. or 6d. in many of them?—Quite.

6029. What would be the effect on common lodging-houses, do you think, if the more or less eleemosynary shelters increase in number; do you think the tendency would be for men to leave the decent lodging-house and go to the less decent shelter?—I imagine that people will always go to the common lodging-house if they can afford it, because of the freedom.

6030. Is there more freedom in the common lodging-house than in the shelter?—Yes.

6031. Why?—They are not put under any rules in common lodging-houses other than the rules of ordinary places, but in shelters they may be more or less pressed to attend services or to listen to preaching and teaching.

6032. But do you think the pressure to attend a service would counteract the low price?—It all depends. I think sometimes there would be a balance.

6033. Would there not be a tendency to go to the cheapest place?—I am inclined to think that most men would spend the extra twopence and go to the common lodging-house. They dislike restraint very much.

6034. You do not think the competition of shelters would diminish the number attending the common lodging-houses?—No.

6035. As I understand, you propose to abolish labour in a casual ward?—What I would like would be that the casual ward should be a receiving centre.

6036. To which any one could go?—To which any vagrant could go, and where some discrimination would be exercised. Some of the vagrants being old and infirm, and wretched, might be sent off to the infirmary, others

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being ne'er-do-wells would be taken before the magistrate and committed to a place of restraint; while others might be referred to a training home where they would have a chance of learning to work. I would give them a chance.

6037. Do you think that scheme would increase the number frequenting casual wards?—I do not think so. I think at the same time it would stop indiscriminate charity, and that is one of the things you will have to stop if you are going to stop vagrancy, but you will not stop it until you satisfy the charitable mind that something human and efficient is going to be done for the vagrants.

6038. Do you think that a man giving a penny to a beggar pays much attention to the rights or wrongs of the matter?—In a very short time public opinion would know or would be made aware by the press that these men who beg in the parks could if they would, get honest labour, and labour which would not be degrading.

6039. Do you think that that knowledge would be sufficient to put an end to the mischievous impulse to give a penny to a beggar?—I hope it would do a great deal. People are more conscious now of the wrong of giving a penny to a beggar than they were, and one would hope for a development of that consciousness.

6040. Do you think they are more conscious of it now?—I think they are more conscious of it than they were twenty years ago.

6041. When you came to classify the people for treatment you would commit some of them for a term, would you not?—Yes.

6042. For what offence would you commit them?—For habitual vagrancy, or as rogues and vagabonds.

6043. Would you think it necessary that a man should have committed some specific act?—No; I would commit him as a rogue and vagabond or as an habitual vagrant.

6044. Then you would send him up for a course of life?—For a course of three years.

6045. But I mean you would commit him because of his character?—Yes.

6046. And not because of a specific offence?—No.

6047. Do you not think that that would require some sort of protection to the individual?—It is an extension of what you do now. In the casual ward you keep a man for four days. I would extend that.

6048. You keep a man in order to prevent the casual ward becoming too attractive?—Yes.

6049. But in this case you would segregate a man for a long period for having a certain character?—Yes.

6050. And not for a specific offence?—Unless you call habitual vagrancy an offence. What is a man committed for now, as a rogue and vagabond?

6051. He breaks a window or he does something two or three times habitually?—I should make it an offence to come three or four times to the ward. It would make it "doing something," if you said that he should be committed if he came twice or three times a year to the receiving centre.

6052. Would you have the receiving centre extended all over England or merely in London?—To all England.

6053. That would render necessary a system of identification, would it not?—Yes. But that, of course is carried on in London to a certain extent now.

6054. And you would extend it to all England?—I should like it to be so extended.

6055. That would presuppose a considerable change in the method of dealing with vagrants altogether?—Yes. It is a very big subject; it would have to be dealt with by a general change.

6056. Who would sentence the man?—A magistrate I suppose.

6057. Would you allow a magistrate in petty sessions to sentence a man to a long term because of his character?—I suppose that is the only way you could do it. I was deliberating whether it could be automatic—say that if a man came so many times within a certain period his term should be extended automatically to one, two or three years, according to the number of times he came to the ward.

6058. Have you any experience as regards the uniformity of London police court sentences?—I know they are not at all uniform.

6059. As to whether magistrates go on any settled principle, or follow any well considered line of action?—My own opinion is that they do not.

6060. You do not think a line of action calculated to carry out the policy of the State is laid down and adhered to?—I am afraid not.

6061. But you would allow a magistrate to sentence such a man?—I think so. I think the magistrates are the only body you can trust in the matter. One could expect that more uniform treatment would follow. Then there is the other suggestion—whether there could be an automatic dealing with them. You say that if a man comes to the casual ward within a certain time he shall be kept an extra day; in the same way, if a man came two or three times in the year and two or three times in another year, he should be kept for an extended period.

6062. (*Mr. Simpson.*) I understand that your opinion that the industrial school system is not sufficient to deal with the children of these vagrants is based on two grounds, first, the expense, and secondly, that the present schools are not suitably managed to look after vagrant children?—I think that the system, which is a very good system for dealing with incorrigible or unruly boys is not the best system for dealing with little vagrant children.

6063. Now when you talk of boys from industrial schools has not your experience been mostly with people who were at industrial schools ten, fifteen or twenty years ago?—Of course, they are the people that come to us now as vagrants.

6064. Exactly; have you any experience of the fact that there has been a considerable change of late years in the spirit in which industrial schools are run?—Yes, I think there is an improvement, but it still seems to me that the system is not calculated to deal with the ordinary vagrant child.

6065. What is wanted is to build up the child's character?—Yes. But by all sorts of sweet and gentle influences, rather than by the drill and discipline of industrial schools.

6066. We at the Home Office hope and believe that there has been a great deal of that spirit introduced into the administration of industrial schools quite recently; the attempt is made to improve the boys' self-respect and to make them as much as possible like boys in public schools outside. Do you not think that as we have got the industrial schools system more might be done in developing that rather than in setting up some new institution?—I would not set up a new institution; I would board out and emigrate the children. I think children want family surroundings which you get in a boarding-out system. They want "mothering," the interest of playing with animals, the opportunities of being corrected by their parents, and the thousand and one things which go to build up the character of a child.

6067. You would have them boarded out by the guardians?—Yes.

6068. And you think that that would bring about a more humane treatment of them?—I am convinced of it from my own experience.

6069. The casual wards are under the guardians, are they not?—Yes.

6070. Your objection to them is that there is not enough of the humane influence in them?—Yes. But you are referring to grown-ups, and I am speaking of children. These children want the gentle, sweet influences of home around them, but a man, I think, wants another sort of influence about him.

6071. Would you rather agree to this—that you cannot expect from officials the same sort of home influences and so on that you would get from people who are actuated by religious motives, like, say, the Salvation Army?—Yes. To deal with the reformation of men and women, it would be better to put them in these training homes where the management would very often be best in the hands of people like the Salvation Army, and where the State would only exercise a controlling influence and pay a capitation grant.

6072. On the other hand, would you not recognise that at an institution like the industrial school there are far more facilities for giving a boy an industrial training than he would get if boarded out in a country village?—I do not think boys want much industrial training; they

want the cultivation of their faculties—the hand and the eye—but I do not think you can give a boy anything like industrial training at the age of fourteen. The probability is that if a boy is brought up in a family, and has his intelligence and affections developed by the thousand and one things which go on in the family, he will be a much more intelligent workman than a boy who has been kept at the bench.

6073. But is it not a good thing for a boy to do some carpentry and to be about the workshops, and about the country where people are working on the land; and that he should be connected with people who are working?—I think that all you can do for a boy under the age of fourteen, whether at school or in a family, is to develop his intelligence and his affections. Over and over again we have had employers come and say, "We do not want your trained boy, we want an intelligent boy." You can get more intelligence out of a boy boarded in the country, where he is taught to exercise his intelligence by contact with normal life and in dealing with animals, than in an industrial school.

6074. I have heard it said by people where children are boarded out that the boys when they first come down enjoy the country thoroughly, but that after a very short time they begin to get tired of it. They are left in the cottage—they do not know what to do with themselves; the woman who looks after them is very kind, but during a great part of the day when she is busy they get into mischief, simply from not having enough to do. What is your view about that?—Our experience as a board of guardians, and my experience individually, has been that no one does quite so well as the boarded-out child, considering the class he comes from and the difficulties he starts with. Dr. Barnardo, who speaks with unique experience, says the same. Dr. Barnardo has broken up some of his institutions and now boards the children out, and he has adopted a plan which meets one of the difficulties you have suggested. He keeps a boy in the country until he is thirteen, and then brings him up to the training school for a year or two before sending him out into the world, so that the boy gets the physique of the country and the influences of home life, and then he comes to London and gets the training. Dr. Barnardo, speaking to me the other day, said: "If I were starting again, I would not start an industrial school of any sort."

6075. You do not like casual wards, and you would introduce something like a receiving centre instead: I do not quite understand what distinction you make between the receiving centre and the wards?—When a man enters the casual ward there is only one uniform method of treatment. Whatever he has done, or whatever he is going to do, he is subjected to exactly the same treatment. In the receiving centre a man would be interviewed by someone, who would find out whether there were any possibilities in the man, and if there were he would send him up to another and a more suitable place; if there seemed to be no future possibilities in him he would get him convicted by the magistrate and kept in a place of restraint.

6076. The receiving centre would cover or would be supplied from a larger area, and be a bigger institution than the present casual ward, would it not?—No, I do not mean that it would necessarily be so large. All I mean is that there should be officials or humane people who would distinguish between the applicants and settle which treatment was best for each individual applicant. Of course, if in a casual ward a man could be quite certain that he would be interviewed and receive treatment according to his character or needs, I should be satisfied.

6077. If a man came in, say, at 10 o'clock at night, and professed only to want to come in for the night, would it not be hard on such a man to keep him two or three nights; would it not be rather hard to say what is best for him?—If that was obviously what he needed, that is what he would have. Some people would only want a night's lodging and they would get it, but there are a very few of that sort.

6078. To the people who only want a night's lodging, you would not give work as at present?—If there were such people as that, I would like the casual ward to do what it was originally designed to do, namely, be a place in which a man could stop a night and pass on. All I want is discrimination rather than the wholesale dealing with people who apply to casual wards.

6079. (*Sir William Chance.*) Your experience is entirely confined to London, is it not?—Yes, except that I know something of Bristol.

6080. And you have in your evidence been dealing with the poor law vagrant class?—Yes.

6081. You have not touched on the unemployed at all?—No, but I have had a great deal to do with them.

6082. You say that you would rather have the vagrants removed from the casual wards and put into receiving centres where they could be dealt with individually?—Yes.

6083. That would relieve London of only a very small class of these people, would it not?—I should hope it would relieve us of a great many.

6084. We have had it in evidence that on the 17th February, 1905, according to a census which was taken of casual wards and shelters, there were 1,139 vagrants of all classes in the casual wards?—But there are a great many who would come in another day who would come under the law as vagrants or as rogues and vagabonds.

6085. We have also had evidence that the London vagrant is quite a different person from the country vagrant?—But the country vagrant we get also in the casual ward.

6086. We have had evidence that 95 per cent. or more of the vagrants who frequent the London casual wards practically spend all their time in casual wards; they go from one to another?—They form almost a separate class of vagrants; they call themselves the clean class, and they object very much when the shelter person comes in, because he makes them dirty.

6087. We have also had evidence that they do not beg?—No; they form an aristocracy of the vagrants; they are professional beggars, the others are amateurs.

6088. There is a great body of opinion in favour of doing something for the children of vagrants?—Yes.

6089. That has been shown very much of late years, has it not?—Yes.

6090. I understand that you admit that the Bill which your Association is proposing, and also another Bill proposed by another committee, would create a new offence?—Yes.

6091. That is to say, if a man is found wandering about so that his children avoid being brought under the Education Acts he is to be punished?—One of the London magistrates advised the State Children's Association that that was the best way to do it.

6092. Therefore the Bill creates a new offence?—Yes.

6093. I believe the State Children's Association are very strongly against barrack schools of any sort, are they not?—Yes.

6094. And you share that prejudice, I understand?—Yes, I have had a lot of experience both in the schools and with their products.

6095. And you do not want to see children sent to these industrial schools?—I do not want children sent to them. I think industrial schools fulfil a great function, and I wish to see them kept up for their particular object—the disciplining and training of certain boys, but not the kind of disciplining and training that now obtains.

6096. You mean that you want to confine the schools to older children?—Yes. I think that if we had a proper court to consider the children's characters and needs, it would be easy to say that this boy is fit for an industrial school, and that that boy had better be sent home to his parents under a probation officer.

6097. (*Dr. Downes.*) You speak of the advantages of "mothering" the children. Up to what age would you mother the boys?—Dr. Barnardo's experience is in favour of keeping them in the homes until they are thirteen, and then sending them up for training.

6098. You would admit the advantage of discipline coming in at that age?—Yes. That is what Dr. Barnardo finds, and I quite realise that it is a very good thing.

6099. The "mothering" is by proxy, is it not?—It is not their own mother. But you know how much mothering there is to spare in women's hearts.

6100. With regard to Dr. Barnardo's preference for boarding-out over institutional treatment, are you aware that he is extending his accommodation at Ilford to 2,000?—Yes, he is bound to, but I will tell you why. He has got to raise his money, and he is obliged to appeal to people through their eyes.

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Mr. DAVID C. LAMB, called ; and Examined.

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6101. (*Chairman.*) You are one of the chief officials of the Salvation Army, I believe ?—Yes.

6102. How long have you been an active official in the Salvation Army ?—For over twenty years.

6103. You have kindly come here to give us some information with regard to the present condition of vagrancy, derived from your experience as such official ?—Yes.

6104. Now, with regard to London, does your work lie amongst vagrants ?—Personally, not at the moment, but a few years ago it did.

6105. What is your idea of the proportion of London vagrants who are honest men in search of work ?—The proportion is very difficult to get at. The vagrant—what I should call the legal vagrant—who is in the casual ward, and the vagrant who never comes near the casual ward are very much confused, in my judgment, both in the public mind and in the official mind.

6106. It would be difficult for you to fix any actual percentage ; but I suppose you would say that a very large proportion of the vagrants in London are men who are living an idle life, with a thorough determination not to do work if they can help it ?—The number is not so large. Only last Wednesday I had a special census made of practically every man in the casual wards in London, and I have summarised the results of the inquiry.

6107. How many casuals were there altogether ?—There were 846 men, 206 women, and 38 children ; a total of 1,090.

6108. Those were in casual wards ?—Yes.

6109. There are twenty-eight casual wards, are there not ?—Yes, but we did not get the numbers from St. George's in the East. The guardians there refused us permission.

6110. These people were interviewed by officials of the Salvation Army, I suppose ?—Yes.

6111. And I suppose questions were put to them ?—Yes. The first question was that of age, and I have classified the replies. Under twenty years of age there were 9 men ; over twenty and under thirty years of age there were 86 men and 7 women, equal to about 9·57 per cent. of the whole. Over thirty and under forty years of age, there were 213 men and 37 women, or 24 per cent. of the whole. Over forty and under sixty years of age, there were 367 men and 100 women, equal to about 44·44 per cent. Over sixty years of age, there were 151 men and 59 women. Only 12 refused information with regard to their age. The next question was as to place of birth, and I have divided the replies into provincial towns, the country outside London, London and Greater London—Barnet and Ealing, and so forth being Greater London.

6112. That is Metropolitan Police London, I suppose ?—Yes. I have also taken Scotland, Ireland and foreign. The replies disclosed that there were 274 from provincial towns, 176 from the country, 392 were London born, 99 were from Greater London, 29 from Scotland, 43 from Ireland, and 36 were foreign. 10 refused information as to place of birth. Then, as to trade, the replies showed that there were 185 skilled mechanics, 39 traders, 22 clerks, 17 professional men, 465 general labourers, 35 agricultural labourers and 150 skilled labourers. 109 of the 206 women refused information as to their trade, and 18 of the men refused.

6113. Were you able to make out whether the children were with their parents ?—In most cases they were either with their parents or natural guardians. The next question was as to how long they had been out of work, and I have divided the replies under the headings, one month, over one month and under three months, over three months and under twelve months, and over one year. 100 were reported as having been out of work for less than one month, 165 over one month and under three ; over three and under twelve, 409 ; and over a year, 313. Then we divided them into married and single, with widows and widowers classified separately. There were 120 married, 723 single, and 194 widows and widowers.

The next question was as to causes of destitution, classified under the headings drink, bad trade, accidents, gambling, and other causes. In reply to this question 54 refused information ; 175 were put down to drink ; 501 to bad trade ; 38 to accidents ; 4 to gambling, and 280 to other causes. Then the question was asked how long they had been in London, and the replies are divided under the headings, less than six months, over six and under twelve months, and over one year. 190 had been in London less than six months, 56 for over six months and under twelve months, and 767 for over a year. Then the number of habituals from the general answers was 510. We asked what number of them had hopes of returning to civil life ; 637 had such hopes, 277 had no hopes, and 95 were on the borderland, while 43 refused information. We asked them next if they would be willing to enter a labour colony, where they would have labour such as they could perform, and 789 expressed their willingness to enter such a colony.

6114. (*Mr. Davy.*) Would that be a labour colony with powers of detention ?—We did not raise that question with them.

6115. (*Mr. Simpson.*) Are these men already at a labour colony ?—No ; these men were in the London casual wards on Wednesday night last. Then we asked the investigators to express their own opinion as to whether they regarded the people as mentally and physically fit. 866 were regarded as mentally fit, and 740 as physically fit. They had a special instruction if the appearance of a man in respect of his physical unfitness was merely due to lack of food and lack of opportunity, to classify him as physically fit. Then we asked the investigators also—the other questions are simply the men's own statements—to say whether they regarded the men as hopeful, hopeless or doubtful, and they returned 667 as hopeful, 119 as hopeless, and 267 as doubtful.

6116. (*Chairman.*) Did you say that your returns were from all the casual wards with the exception of St. George's in the East ?—Yes.

6117. Did St. George's refuse facilities to your investigator ?—Yes, the guardians refused permission.

6118. In all other cases the guardians consented ?—Yes ; very cordially.

6119. Were your investigators men who had had experience of these classes ?—Yes.

6120. Were they men who are employed in your shelters and so on ?—Some of them were and others were engaged specially for the work. I divided the whole area into six districts and one of our officials went round to see the men start and then came back and supervised the whole.

6121. All these persons of whom you have spoken were in the inner London casual wards ?—Yes ; in one night last week.

6122. What is your opinion as to the number of men of a similar condition who were in the common lodging-houses and shelters or elsewhere ?—I have made a similar analysis of one of the prisons and the lodging-houses and one workhouse. But I regard the casual wards as being absolutely the lowest.

6123. I mean what number would you say were that night sleeping in the shelters and common lodging-houses and so on ?—I reckon that there were about 1,500 in the streets that night also. I did not take an elaborate census, but judging from the London county council census earlier in the season, and from our own midnight work, I should regard about 1,500 of that type, or probably a little superior, as being on the streets that same night in addition to all who were in workhouses and lodging-houses.

6124. You would adopt the numbers of the London county council census, I suppose ?—I think so. I have made enquiries at different times, taking typical hundreds, and I should say that from 80 to 90 per cent. of the men who were in the streets would welcome any opportunity of prolonged labour that would make them fit for civil life.

6125. From your experience, in what way would you treat these vagrants, in the way of attempting to raise

their condition and amend their lives?—Assuming that we had powers of compulsory detention, or what?

6126. Yes; assuming powers of detention, assuming an Act of Parliament existed to enable you to bring men before a tribunal which would be able to commit them to institutions and so on?—Assuming that the institutions were ours; of course, other people might do the same work in a different way; but assuming that it was a Salvation Army institution, then we would follow very much the lines of Hadleigh, with this addition, that as far as a man is concerned, when he got tired and got a little sick, as he would do during the first month, he would feel that he could not get away—he would feel that from the beginning—and we would be able to treat him a little more easily and kindly; we would be able to put a little more into him for the first few weeks, knowing that we should have him with us for some time. At present, we do not know whether it is going to be worth while or not; a man may go away while undergoing the process; but if we had him for certain for twelve months or for two years, we would naturally take a little more trouble than we take to begin with now, and we would be able to regulate his movements in a way that we cannot at present.

6127. You think that the best plan of dealing with the London vagrant would be to take him and put him down on a farm colony in the country and keep him to labour there?—Yes.

6128. Do you think he would accept that remedy, or would you have a difficulty in getting him to begin to work when he had not been working for many years?—There is no difficulty in getting them to begin; it is the continuing that is the difficulty.

6129. You mean that men will come and do a certain amount of work, and then get tired?—They will work for two or three days and then go off. But I have no recollection of having met a man who said deliberately that he would not work. It is my experience all over the country that they will start; they will take a pick and shovel, though they may throw it into the ditch within an hour.

6130. I suppose you would hardly take a man at Hadleigh if he said distinctly that he would not work?—No.

6131. You would feel that it was not much use taking him there?—Well, they all say when you begin that it is work that they want, though you may have your own ideas as to whether they will shirk it, but they will not tell you that.

6132. At Hadleigh, at present, the system is voluntary?—Absolutely.

6133. What, from your knowledge of this class of men, would be your opinion with regard to the establishment of compulsory labour colonies: would you establish these apart from the voluntary labour colonies?—Yes; I would have them not exactly alongside, but in close touch the one with the other.

6134. Would it not probably be better to keep them apart, because the class of men who came voluntarily would not like to feel that they were looked upon as a similar class of men to those who were put under compulsory detention?—That is so. On the other hand, I would give certain men the option of entering the compulsory labour colony; that is to say, I would give him the right of voluntarily entering, but subject to compulsory detention.

6135. When a man is committed to a place to be detained there for a certain specified time, he thereby becomes a prisoner of a sort. Do you think any man would gladly go out of a voluntary institution and become such a prisoner?—Yes.

6136. You mean because he would not dare to trust himself?—Precisely. If you take a man before he is dead beat and while he has intelligence enough to see that he is drowning he will say, "What is the way to be saved?" and he will grasp the rope if the conditions are laid before him, and he submits.

6137. It would be the same as used to happen frequently in regard to inebriates' homes when persons, who dared not trust themselves outside, voluntarily allowed themselves to be committed for a certain term?—Yes.

6138. So that if a man who would not work in a voluntary home knew that on being committed to another

home he would be made to work and that it would be better for him, he might voluntarily agree to be committed. You can imagine a man doing that?—Oh, yes.

6139. Now as regards Hadleigh, how many men have you there on an average?—At the present moment we have, roughly, 300 men at work. We have had more during the winter, because of the men from the Central Unemployed Committee and the Daily Telegraph fund.

6140. What is your staff there?—It is divided. You see there are the Salvation Army officials who are doing certain work and there are the foremen, and there are gangers who have been at one time, in many instances, themselves colonists. I intended to submit a return as to this.

6141. Perhaps you will be able to send us a detailed return as to the staff at Hadleigh and the nature of their duties?—Yes, I will do so.

6142. We should also like to have a description of the work on which the men are engaged, and the number of hours per day that they are occupied?—Yes.

6143. The work depends very much on a man's physical ability, I suppose?—Yes.

6144. Do you teach the men trades, if they wish to learn?—The work is mostly agriculture and brickmaking.

6145. I suppose there is not much in the way of agricultural implements: is there any plough work?—Yes. We have a blacksmith's shop, and some do tailoring and boot-making.

6146. Do you teach men such work as shoeing horses?—In special cases, we do.

6147. If a man desired it, you mean?—Yes, if a young fellow particularly wanted it, we would.

6148. Have you a good blacksmith to teach that?—Yes, we have always a good country blacksmith capable of doing all-round work.

6149. And capable of teaching a man?—Oh, yes, we usually have two men, one at work and one in training.

6150. Do you teach them any rough carpentry work?—Yes.

6151. If you contemplate a man's emigrating it is of the greatest possible service to him to learn blacksmithing and carpentry?—Yes.

6152. Do you teach them rough shoemaking?—Yes, and tailoring and so on.

6153. Do you do any rough sack making or linen making?—We have usually an old sailor at work on the beds, and he has perhaps one or two men who are a bit feeble, and very often there is a young fellow whom we may want to finish off and give him an opportunity.

6154. Have you found this teaching successful; have you been able to send out men who are really capable of taking up work as the result of your teaching?—Yes. Only to-day I have had an interesting letter from a young fellow whom we taught cooking; he has written to me to say that his first job is finishing and that he wants to go to Canada. He came from St. George's, Hanover Square, in the first instance, and he was too weak to do bird scaring on the colony. It would be interesting for you to see him and hear from him the process that he went through, and how he came to be in St. George's, Hanover Square, and the way in which he was treated. He was taken before the magistrates and was sentenced to three weeks' hard labour and was told that he would have three months if he came back again. On his discharge we said that we would take him again at Hadleigh.

6155. (*Mr. Davy.*) What was he charged with?—For refusing to maintain himself. We put him on spade work and we put him on bird scaring, but he could not manage it. Why should he—he had been kept in the workhouse for months!

6156. The guardians prosecuted?—Yes, the guardians prosecuted and Mr. Sheil—I think he was the magistrate—gave him three weeks and told him he would have three months if he came back again. At the end of the three weeks the guardians asked if we would take him back, and we said "Certainly." He looked rather askance at us for the first two or three weeks, because he had said some very nasty things about the place down there and about me personally; that I was anything but a Christian, and all that kind of thing, and he thought that we would "pay

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him out" for it. But when he found that he was having just the same treatment as though he had never said anything, the kindly influences thawed him and he got what we call converted; he came to one of the meetings and came out to the penitent form. The next day was bank holiday and we had a half holiday, and this fellow turned out to be the first in the quarter-mile flat race that we had, although previously he could not do bird scaring. We sent him to Victoria House, taught him rough cooking, and he was there for six months. I then lost sight of him and came across him again casually in another of our institutions where he was cooking. He wanted to get married; he had fallen in love with a young "lidy" as he called it, but as he was only getting five or six shillings a week and all found, he said there was not much prospect, and so he wanted to go to Canada. He had not got the money and the guardians did not feel like helping him out. Then the secretary of the central committee, who had undertaken work at the Garden City, asked if I had a cook and I said: "Here is the very man." They gave him 16s. a week all found, and he writes to me on the 16th of May, "I write these few lines to let you know that I finish up here at the end of the month, and if I do not get anything to do in England I shall go to Canada. I am getting on all right, with plenty to do. One of the committee men said that they were pleased with me and that I gave every satisfaction. I am glad of that for I have been told a long time ago that I was lazy, but that I never was. I only wanted a chance; now I have got it I shall keep it. I thank you for all you have done and I thank God for the health and strength He gives me to earn my living. I never look back on the past, but thanking you again for all your kindness."

6157. How long is it since you took over that man first?—Three years.

6158. (*Captain Showers.*) How old is he?—About twenty-five.

6159. (*Chairman.*) That man has a good chance, apparently?—Yes.

6160. Will he go to Canada?—Most likely.

6161. You will be able to assist him?—He will probably have money enough.

6162. But when he gets out there I suppose you will be able to assist him; you have your correspondents out there, have you not?—Quite so; there will be no difficulty in placing him there.

6163. An advantage of your great organisation is that you are able to work with people on the other side of the world?—Yes. The 1,000 that we sent out last month were all placed before the boat touched Quebec.

6164. On this question of emigration, how many persons of the vagrant class have you helped out in the year as emigrants; men who have no occupation and not much chance of getting one?—Not a large percentage.

6165. What would be the actual numbers?—Probably 150 out of about 2,000.

6166. Can you tell how the men get on whom you have sent out; have you fairly good accounts of them?—Yes; on the whole. We have had one or two who came back. Others we will perhaps transfer from one place to another. I am not conscious of any who have absolutely failed and come back here.

6167. Would you say that on the whole the men of the vagrant class whom you have been able to help to emigrate have done well?—Absolutely.

6168. Is there anything you want to add with regard to Hadleigh now?—There are certain passages in our book on Hadleigh, "The Story of a great Endeavour," to which I might refer.

6169. If you please?—On page 13—The man must be able. On this hinge swings the open door. But how define "able-bodied" among starved and destitute applicants? The colony construes the term as willingness. "If a man is willing" it says "we will see he does not want opportunity." Then on page 17—The mark of prison does not debar the seeker after a livelihood from the privileges of the colony. "Any able-bodied man" says the Salvation Army "is welcome to bite and sup, rest and protection." I think a great many who are now in prison might, with advantage, be transferred to labour colonies.

6170. Is the Salvation Army at all in touch with the discharged prisoners' aid societies?—Yes, we have cases from them and from the prisons direct.

6171. (*Mr. Davy.*) Are you not a society yourselves for that purpose?—I do not think we are registered.

6172. But you do take people recommended by the Discharged Prisoners' Aid Society, do you not; you would give them a helping hand?—We frequently do. Then on page 22 we say that age should not debar a man, and a case is given of a man of over fifty years of age who comes in and does his bit of work.

6173. That man evidently was a vagrant?—Yes. Then page 24 touches on the question of emigration. Then on page 27 we say, "All colony positions are not filled by Salvation Army officers or salvationists, though naturally these are preferred. A colonist may climb to almost any place of trust or skill. The best man for the job is selected. Qualification, not creed, is the test." Then on page 38 it is pointed out that the aim of the whole surroundings of the colony must be to make men think and to keep their thoughts going in the right direction. On the next page we say "The work is light, but he could eat more. It is strange that the meal which fully satisfied him the first day does not do so now. Also he feels stronger and brisker and wishes he could earn a shilling or two. By dint of slogging at himself and now and then growling to the officer he gets heartened up." I have seen men really grow three or four inches in as many weeks simply by keeping steadily at work.

6174. (*Sir William Chance.*) In height?—Yes.

6175. Of what age are these men?—I mean they straighten out.

6176. (*Chairman.*) You mean that they make the most of their height?—Yes. Then on page 44, "He has saved 1s. from his tokens . . . at the stores he buys a collar, lounges down to the barber's, has a penny shave, and buys a paper. . . . During the afternoon he mends his clothes." He may have an allotment, and we will find him with manure and seed on the understanding that it is a first charge on the produce, and he works away at that. We will buy the produce from him, he may sell it where he likes, and provide himself with clothes and boots when he leaves. Then there is page 48. We do not follow a man when he leaves, unless he desires to be watched, although we frequently hear from them that they are doing all right. Then page 49 shows what the colony does for the world. "The colony takes in those for whom the world has no place or work." These are the very people who are in casual wards and on the streets.

6177. Do you classify your men at all, or do you put them all on the same level?—Classification is very largely in the hands of the governor. For instance, a man might be in a superior dining-room and in a lower grade dormitory, or it might be the reverse, according to the man's particular circumstances. He may be grouped with others in a dormitory.

6178. You may have men who have been convicted: would they in any way be put apart from the others?—No, not on account of the conviction. For instance, assuming that we had two men, both of whom had been convicted, one a clerk and the other a labourer, we would not put them in the same dormitory; we would say that there was no need to degrade a man further than he had been degraded.

6179. I suppose that if a man had been convicted of certain crimes you would refuse to take him in?—Perhaps, but that would be very exceptional.

6180. You would think that he might do harm?—It would be a very extreme case in which we would not have him; it would depend on his character and the report of the prison authorities upon the man. I would base whether the colony should be compulsory or voluntary very largely on what is set out on page 49. It would be for the criminal, the pauper, the deserving but unfortunate, the reckless and hopeless and the lazy. "It relieves the prisons, the poor law guardians and ratepayers, the Church and the nation at large, of a great and terrible problem and strain. The colony helps the coming generation. Every man re-united to wife and family establishes a home and passes on to his children the lessons he has learned—warnings against drink,

extravagance, dissipation, falsehood and sin in all its myriad shapes. The colony is a modern city of refuge or cave of Adullam whither men in distress can flee."

6181. How long has Hadleigh been in existence?—About fourteen years.

6182. Now, I will ask you one or two questions about your London work. How many shelters or refuges have you in London?—I am not prepared with that information at the moment, but I will let you have a statement showing that.

6183. We should like also to know the average number who are relieved in these institutions?—The statement shall show the accommodation and the number at work.

6184. Thank you. A man who goes into your shelters pays so much a night?—Yes, they are graded. It varies from 2d. for bed, and 4d., which includes supper, bed and breakfast, to 6d.

6185. From 2d. to 6d.?—Yes.

6186. Could you give us in the statement you are going to prepare the average number using each shelter?—I will give a full statement on that point.

6187. Now with regard to any alteration of the present law in relation to vagrants, are you in favour of short sentences for vagrancy?—No.

6188. Do you think that in the case of an habitual vagrant a sentence of anything from four to seven days has the slightest effect as a deterrent?—It is useless. Perhaps you did not know that this Bill, promoted to amend the Vagrancy Law, was prepared by us. (*Bill handed in—see Appendix XXVII.*)

6189. That was last year?—Yes. That Bill was prepared to embody the proposals of the Salvation Army set forth in the pamphlet issued by General Booth, "The Vagrant and the Unemployable." (*See Appendix XXIV.*) The whole idea of it is to give power of detention. From one to three years could be secured for the men referred to there. We regard that Bill as a minimum to meet the requirements as the result of our experience. It cannot be questioned that the method of dealing with vagrants, as laid down by the Act of 1824, has failed. The Act is obsolete. The population of the country has obviously increased during eighty-one years, and the conditions of labour and social conditions generally have altered fundamentally. The Act of 1824 simply enables idle and disorderly persons, rogues and vagabonds and incorrigible folk to be dealt with by short terms of imprisonment, designed to punish not to reclaim. But the improved prison conditions of to-day make imprisonment no deterrent; indeed, in many cases prison is preferred to the casual ward. It is scarcely necessary for me to emphasise the importance of the great change that has come over the country during those eighty-one years. If the men nowadays could get back to the prison conditions that prevailed eighty-one years ago it might have—I do not say it would have—a deterrent effect, but the improved conditions of to-day have fundamentally altered the whole thing.

6190. The short sentence is also a very costly thing for the ratepayer or taxpayer in proportion to any good that can be got out of it; do you not think it would be a good thing if the short sentence was done away with?—Absolutely.

6191. If short sentences were done away with, and a man was convicted, what, in your opinion, would be the best mode of proceeding; would it be that the man should have the conviction registered against him, and then, if he had been convicted two or three times within a certain period, he should be regarded as an habitual vagrant, and as such subjected to a long term of imprisonment, or be sent to a labour colony?—An habitual vagrant—there you come at once to a new definition.

6192. Yes. I suppose you would have to create a new offence?—That Bill does not attempt to make a new definition. But I think there should be not only a new definition, but a Central Authority also should be created if there is to be any alteration in the law. That is suggested in our proposal. As I have already said, that Bill is submitted as the minimum that could possibly effect any amendment at all, and that adopts the present definition and is simply content with that. But what would be much more desirable would be the creation of a Central Authority for the whole country dealing with vagrancy questions, and a new definition of vagrancy.

6193. You do not mean that you would have a Central Authority for the trial of these cases?—No. *Mr. David C. Lamb.*

6194. It has been suggested to us by more than one witness that a vagrant by repeated convictions should come under the definition of rogue and vagabond, and be sent up to be further dealt with by quarter sessions. Would that be your view?—I do not quite see how you could follow him. The conviction might be for sleeping out—I forget how many thousand convictions there are annually—you might deal with those. But my own idea is that if these men had the option of going for a year into a labour colony they would prefer that to a month's imprisonment or three months' imprisonment or to being sent up for trial.

6195. You could hardly deprive a man of his liberty without going through the form of a trial?—I would give him that. That is how the Inebriates Act works out in several cases. I suppose the magistrates have power to do what they like in that respect. Assuming a man is brought up for committing some offence, it may be for stealing while he was drunk, if he is of respectable birth the magistrate may suggest, or the police court missionary may step in and suggest, that he should be dealt with under the First Offenders' Act, or for some other reason get the case adjourned until next day or even to the afternoon sitting. Meanwhile, the missionary would say to the man: "Why not offer to go into a home." And then, when the man is brought before the magistrate again, instead of being convicted, he enters a retreat voluntarily.

6196. But that would be a case of a first offence; I am speaking of a man who is being repeatedly convicted, and who is obviously determined not to work?—That is an extremely difficult case, as the man would be moving about from one place to another. I have thought that out and have inquired about it, and that sort of case is going to be extremely difficult, but not impossible to be dealt with.

6197. Now, what is your opinion as to a general application of some way-ticket system like that in force in Gloucestershire?—I have considered this question very carefully, and my mature judgment is this, that a modification of the continental plan is possibly desirable. That is the way-ticket plan, but I do not think it is at present to be considered in practical politics for several reasons: first because of the arrears of work. This question of the vagrant and the unemployable has been so long neglected that I should think for the first ten years the machinery, assuming that new machinery is created to deal with it, will be clogged with the hopeless, to whom the ticket system would be absolutely useless. To these men in the casual wards of London for instance, or these men who are in the streets of London night after night, the ticket is no good; they would at once go into the labour colony.

6198. Then if you got them into the labour colony, you would have disposed of them?—Yes, sir.

6199. The ticket does its work?—I say the ticket would be no use to them. These men would practically enter at once; they go the rounds of the Metropolitan casual wards.

6200. If the ticket had the effect of driving a man into the labour colony instead of a man continuing on the street and begging, the ticket undoubtedly does its work?—I submit, sir, that he would go in without the ticket system.

6201. Then he would not want the ticket?—No, sir. That is the ticket which is in vogue in Switzerland. (*Ticket exhibited.*) Assume that the ticket system was in vogue in this country, and that the police or any authority that you like were authorised to issue these tickets: take 50 per cent. of the men who are in the casual wards in London, or the men who are in the streets, because by their very presence there they are vagrants, the police would have to be reasonably satisfied with the man's story before they issued a ticket. For instance, a man wants to go to Newcastle; "What are you going to do at Newcastle?" They would have to be reasonably satisfied that he wants to get there to work. You look at the man; he is down at heel, his clothes are done, he is no more capable of going on foot to Newcastle than flying. No man in his sober senses would think of issuing that ticket to him. That is what I mean by the arrears. I say at

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Mr. David C. Lamb. present the ticket system is not to be thought of, because you have first to deal with the arrears.

17 May 1905. 6202. If you had a ticket system worked by the police it would probably be more effective in the country than in London, and it would give a means of detection and identification which does not exist at present?—Yes, it would. Then I say that State registration is repugnant to English ideas, and I do not think that public opinion would support it at present. I would regard the issuing of a ticket in almost any form as a passport to seek for work, and it would, in itself, by implication, entitle the holder to maintenance while looking for work and in the last resort actually to work itself. Now I do not think we are quite prepared for that, sir.

6203. It would not in any way compel anyone to give work, but if the man could show by the evidence of his ticket that he was honestly in search of work, an employer would naturally prefer to give that man work if he could do so?—That assumes, of course, that there is work enough in the country.

6204. Yes?—Well, I do not think there is, and, as I say, the logical sequence of the whole thing is that if the State undertakes then the State must find work. That is the view I take.

6205. Your idea is that there would be difficulty in working a ticket system?—Yes, sir.

6206. And you think it would not be effective in the way that others quite fully believe it would?—It would be effective enough if we could carry it out.

6207. Now, what would you do with the children if a man was going into a labour colony?—I would take the children from him at once and place them in or near the colony. Assuming that the man was of good character, I would not punish them because of his lack of work; I would try and get him restored. Assuming that the influence of the man was good, I would try to keep the children near the man. I would keep them separate and teach them, let them go to school, and train them up properly and let him see them, and let them see him according to his good behaviour. If a woman came in with children, if her influence was likely to be bad I would take them away from her in exactly the same way. If it was likely to be good and it was misfortune that had overtaken them, I would take the man away and leave the woman with the children, under supervision, of course.

6208. Have you at Hadleigh any special accommodation for children?—No; we have cottages for the married people.

6209. Then what happens now with children who come under your care; what do you do with them?—The course followed is this: suppose we take a man from the workhouse for, say, three months, his wife and children would remain in the workhouse as they were before, chargeable. Say the man was satisfactory for three months, we would take the wife and children down there and pay him a wage, and gradually, assuming that he is strong and fit, we would try to get an outside situation for him, and get him placed in due course. Or if a man comes and his wife and children are outside the workhouse, the wife and children are often better off without the man; he is an extra mouth to fill, assuming he is out of work, and the woman is better off because she has not the man to look after if he stops with us for a few months.

6210. I suppose in London you have cases of specially destitute children; have you any home for them here?—In connection with our women's work, we have; we have of course the maternity hospital and the women who come with children we deal with in a special way, and we have "The Nest" for deserted children and others.

6211. Suppose you find children coming to your shelters absolutely by themselves; what is done with them?—We would send them to private lodgings with some of our own people. We would not put them into the shelters in the ordinary way.

6212. Have you any special children's refuge?—Except "The Nest," no, sir; a woman coming with children or a man or woman coming with children, would be dealt with apart from our institution; they would go into private lodgings.

6213. You would take them to some private place?—We would take the man into one place and the woman

into another, and send them with the children or without the children, according to the circumstances.

6214. (*Mr. Davy.*) Your policy with regard to tramps is based on classification and individual treatment, is it not?—Yes, sir.

6215. That pre-supposes some uniform action on the part of the local authorities in dealing with casuals, does it not?—With regard to the future or with regard to the past?

6216. I mean with regard to the future; I was going to ask you what local authority do you suggest for dealing with tramps?—Well, I am prepared for either the police or the poor law authorities, or the poor law authorities through the police.

6217. You are an experienced guardian?—Well, I know a little.

6218. Do you think it would be possible to secure anything like uniformity if the local treatment of vagrants were left in the hands of 648 boards of guardians?—No, sir.

6219. You would prefer a larger area of administration?—Yes, sir; I say the whole country.

6220. And possibly a larger area of chargeability?—Yes, I think it is a national question.

6221. You consider it important to get rid of superfluous tramps?—Yes.

6222. And to make the treatment in one tramp ward rather like the treatment in another tramp ward?—Yes.

6223. You are a guardian of the Rochford union?—Yes.

6224. Have you separate cell wards there?—No; what accommodation there is there is a disgrace. We are proposing to erect separate cells there, but I hope we will not.

6225. Are the separate cells very expensive there?—They would be very expensive anywhere.

6226. Is it a poor union?—Some of us think it is.

6227. Any way, the cost of separate cells would be serious to a country union?—Well, we are not altogether a country union.

6228. There are some Essex unions that could hardly bear the expense of proper wards?—Yes.

6229. That is an argument, is it not, for an increased area of chargeability for the building of vagrant wards?—Yes, it would be.

6230. Would you retain vagrant wards?—I would gradually eliminate them. What I make out in my own mind is that it would take ten years before you have any appreciable difference.

6231. You are not contemplating sweeping every tramp into a labour colony?—Yes, I would sweep the whole country ultimately.

6232. But at all events for a time you would require vagrant wards for the casual relief of vagrants; in some form or other they would be necessary?—Yes, sir.

6233. Assuming they are necessary and assuming they are under an authority having wider jurisdiction than boards of guardians, then might not the ticket system come in useful?—Mind you, the ticket system would be most useful; I am not against the ticket system as such, but I think public opinion will not stand it. They are prepared to stand a good deal on the vagrant question, but I think they are really not quite prepared for that.

6234. You think public opinion is more ripe for some great change on the vagrant question, than it has been in your recollection?—Yes.

6235. The public are keen about it?—Yes, sir; you see this Bill has been before the country and commended in every quarter.

6236. Supposing a ticket system were so arranged that a man who was carrying out a definite plan of travel got let off a certain amount of his work, and was not subjected to quite such stringent conditions as to detention?—I start here by saying that with the telegraph and the post office and the railway accommodation that there is in this country now, there is no need for people going wandering about the country. I am quite ready to admit the necessity for the mobility of labour and all that, but there is really no need for vagrants.

6237. Until you get your system of colonies into work, you would probably have to keep up some casual local relief, would you not?—Yes, sir.

6238. Otherwise you would have to admit sudden and urgent cases into the workhouse?—Yes.

6239. You would have the same difficulty that produced the official tramp; that was sudden and urgent cases applying to the workhouse for admission. What is a master to do with them?—Send them to the police and let the police have lodging-houses. That is what is done in many instances now; they are sent to lodging-houses.

6240. That would mean the abolition of the tramp wards at once?—Not at once. This is what is running in my mind: assuming that you have a Central Authority as being necessary for many reasons, I would have certain areas proclaimed, so to speak; I would tick them off in sections, either the present division of poor law districts or take other divisions. Start, if you like, down in Devonshire or Cornwall, or come up to Durham. Begin to take certain districts there and all that are moving about in that district or coming to that district turn them back at a certain point. "What are you going for?" "Work." "There is no work down there." Because you know in your labour colony there are 50 to 100 or 200 men: if an employer of labour wants them, let him draw from the labour colony that is there. I assume that it is not work that the habitual vagrant wants.

6241. We all know that?—I am not talking of the unemployed working man; I would give the unemployed working man his ticket the same as the trade union, but I am referring to the man who is wandering about aimlessly, who does only an hour or two's work occasionally. Suppose you tick off one part of the country and cover it with your colonies and gradually absorb your casual wards, while that is going on have a system of exchange between your casual wards. Assume there is a dozen in a district, let them each exchange to catch your man. The great idea is, of course, to catch the men. Very well, if you had twelve casual wards it would be a very simple matter to get these twelve to exchange between themselves, a rough and ready description of each man so that they can identify him and let it be known that if he is three times or any number of times in any of the casual wards of the district he will be regarded as an habitual vagrant; then have him before the magistrate and have him sent to the labour colony.

6242. But meanwhile the casual ward in some form or another in the non-proclaimed districts will be necessary?—I would go on with the present system; I do not see how you can do anything else.

6243. What are you to do with a man in the proclaimed district who turns up and wants relief, and says, "I want relief, I have not a penny"?—Send him back the other way.

6244. What are you to put in his stomach?—Turn him back; tick him off district by district.

6245. That would be an interference with the liberty of the subject probably as great as giving him a ticket, would it not?—The ticket itself is not an interference with the liberty of the subject; it is the implication. First of all there is State registration. That is not altogether an interference with the liberty of the subject. But there is the implication that if the State issues this ticket, in the long run the State must find work.

6246. The State or the local authority is under obligation now to relieve a man who is destitute?—But this is to find him work.

6247. An order for the workhouse is adequate relief?—Yes, sir.

6248. If a man does not like to take it and likes to starve himself that is his look out?—There is nothing to prevent him starving.

6249. Would you recognise the *bona fide* searcher for work at all?—The number is so small, and workhouse masters generally recognise him and treat him differently. I have enquired at Sheffield, and I have enquired at various parts of the country, and the very highest figure I have ever got of the *bona fide* working man who comes into the casual ward and who ought to be specially treated is 8 per cent.; some put it at 3 per cent.; some nil.; I think 8 per cent. is the outside figure; I put it down at 5 per cent. If such a man comes up and says, "I have

fair prospects of a job," and he looks like it, the master puts him up for the night, and lets him go early the following morning without the task or anything of that kind.

6250. That makes an element of uncertainty, does it not?—You have got to trust somebody.

6251. It produces want of uniformity?—Yes.

6252. You suggest that the habituals should be locked up?—Yes, should be detained; do not say locked up.

6253. Well, should be detained?—Yes.

6254. You also suggest that a certain proportion would submit to voluntary detention?—I am satisfied of that.

6255. As they do in various parts of Belgium, for instance?—Yes, sir.

6256. But a certain number would be sent there by the action of the police?—Yes, or the poor law.

6257. Anyway, by the action of the courts of justice?—Yes.

6258. Now a man whose liberty is taken away from him by a sentence of a judicial court is to a certain extent a prisoner, is he not?—A prisoner is one in a prison. It is a fine distinction. I would not call him a prisoner, and I would not say locked up, but I would detain him.

6259. He is detained against his will. Now, being detained against your will by a sentence of a court would probably bring you into the same category as those prisoners who are kept at the expense of the Treasury and under the jurisdiction of the Home Office?—Yes.

6260. Would you suggest that vagrants who are detained, should be paid for by other persons than the Treasury, say by local authorities?—What I had in my mind was this, that the Treasury might contribute. First of all, it is a national question and I think ought to be paid for out of the Consolidated Fund. That is where I start.

6261. You think that for persons who are deprived of their liberty, and detained under judicial sentence the State ought to pay just as it pays for the ordinary man who is sent to gaol for not paying a fine, for instance?—Yes, I had thought that it might be possible for the Treasury to contribute in the same way as they do for habitual inebriates. While there is a tendency to centralise, there is also a tendency to decentralise, and if it became a county or a district affair, then they might contribute so much, and the Treasury so much, but I am sure that a much more satisfactory way would be to treat it as a national question, because the vagrant belongs to the nation; you cannot get him settled.

6262. The number of men who would be convicted, would probably be pretty considerable?—Yes.

6263. Have you formed any sort of estimate as to the possible numbers?—There may be 30,000. Chambers's encyclopædia gives the total number of vagrants as 60,000.

6264. Would you propose ultimately to take the whole lot of those and detain them?—That must be aimed at.

6265. You contemplate ultimately a complete detention of all that class?—Yes.

6266. Now would that have a deterrent effect on the young ones who are coming on?—Yes, I put the number for practical purposes at 30,000. I reckon that if you take 1,000 a year for the first ten years, that will be as much as you could do satisfactorily. The moment it is known throughout the country that you are going to have labour colonies, the great bulk of the people who are wandering about will cease to wander, because public opinion will now be exerted; you will have the weight of public opinion behind you, in saying there is no need for a man going wandering about in the last strait. "Why do you not go into the labour colony?" You say now "Why do you not go into the workhouse?" He does not, and that is a long story that I need not stop to elaborate here. But you have got a new idea; you have got a labour colony, and my feeling is to take the idea for all it is worth; you have got the weight of public opinion behind you, use it and drive the vagrants into the labour colony. If these fellows know that there is the labour colony they will cease wandering about and at least that will dispose of another 10,000. You have got in your casual wards probably another 10,000 habitual casuals. They are the first that you would, so to speak, scoop up. Then you have got another 10,000 that will gradually be absorbed.

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6267. A labour colony would be much the same sort of thing as a workhouse, would it not, except that it would be for only one class?—Yes, but you do not work them in workhouses now.

6268. There are practically no able-bodied in workhouses as yet?—The London statistics, of course, show something different.

6269. Well, what do you mean by able-bodied; able-bodied under sixty, or able-bodied so classified by the medical officer?—So classified by the medical officer.

6270. Well, take the ordinary country workhouse, are there any able-bodied there?—Not many.

6271. Do you think there is an able-bodied man in any Kent workhouse, for instance, at this moment?—Probably not.

6272. Do you suppose there are any able-bodied women except a few with illegitimate children?—Probably not.

6273. So that as a matter of fact except in a few localities the able-bodied paupers disappear?—Yes.

6274. In workhouses there is very ample provision made for the old, the infirm, and the sick?—Yes.

6275. In some cases probably too ample and expensive provision?—It is very good.

6276. Still, public opinion does not consider the workhouse the solution of the difficulty. We still have a number of people who object to the workhouse?—Yes.

6277. Both of the recipients and the givers?—Yes.

6278. Might it not be the same with regard to labour colonies?—It might, though I do not think it is likely. As I say, it is a new idea, and public opinion is forming.

6279. We will come back to the 10,000 or so that would be shut up; would you suggest that all those should be detained in colonies which are worked by charitable or religious institutions?—If you could get them to undertake the work, yes; because I think you would get better results.

6280. Do you not think a State colony would be necessary?—I do not think you will have many to punish, although you would find many who are so absolutely hopeless that perhaps it would be well to segregate them.

6281. In a State colony?—Yes, where they would have as much work as they could do.

6282. I suppose you would agree that a State colony would differ from one which was worked by persons who were actuated by some religious or charitable motive?—Yes. The segregation there would mean that the man is hopeless; well I would hope that there would be very few whom you would believe to be hopeless.

6283. For what term do you suggest that a person should be detained?—From one to three years, according to the character, for a first time.

6284. And if he relapsed and came again?—Oh, the same term; I would bring him up again, and let the magistrate settle.

6285. Do you think any considerable proportion of them would have to be detained for life?—Yes.

6286. As being quite hopeless?—Yes.

6287. Those, I suppose, would be properly detained in a State institution?—Yes; you would have to sort them out, but even then as I have already said that ought to be a last resort. In theory, yes, but in practice, no. Do not put a man where it is absolutely hopeless. Even the old men in the workhouse whom no man living would regard as able-bodied, think they are; well, let them live and die in that delusion if you like, rather than put them away where, so to speak, there is no hope.

6288. Well now, would you have much hope of reforming that class by giving them another start?—Speaking quite frankly I have not much hope of the first 10,000 because, as I have said, they are the arrears.

6289. You probably have read the literature as to labour colonies in other countries?—Yes, and I have seen a few of the colonies.

6290. I think I am right in saying that the testimony against reformation is pretty unanimous?—Against the possibility of reform?

6291. Yes; and is it not really "once a colonist always colonist"; I am talking of the colonies in Germany and

Holland?—Well, I have just been to Switzerland, for instance. You have seen of course Mr. Preston-Thomas' report. Well, the Witzwyl colony in canton Berne is a colony that is run very well, in fact it is spoken of as being one of the best in Switzerland. The superintendent there for the last two or three years has asked the authorities at Berne to appoint a Salvation Army officer to help him in the work of reform. It was not that there was reformatory work that he was not capable of doing; but to help, which is important, in the distribution of the hopeful cases after their period of detention has expired. In theory he says there is plenty of work in Switzerland, but in practice it is sometimes difficult for a man if discharged from the colony to get it, and our commissioner there who accompanied me when I was over there, completed an arrangement whereby one of our officers is going to take charge of a home on the outskirts of Witzwyl where the man before his time is up will be transferred so as to make the acquaintance of the officer who is living on the outskirts, and then will be gradually helped back into civil life. If there is proper machinery you will be able to pick out the hopeful cases and get them back in that way. The superintendent at Merxplas when I talked to him felt the same difficulty in getting the people back to outside life because he had got no discharging machinery.

6292. The question I was asking is not whether there is no hope, but whether experience has not shown that these institutions do not as a rule reform?—That is so.

6293. Further, it is alleged that the fact that a man has been in a labour colony in Germany or Holland or Belgium is an actual bar to his getting other employment?—Probably.

6294. That is the allegation?—Yes.

6295. Well, now, take your own colony at Hadleigh; as I understand, you do not follow the cases for any prolonged period of time?—No, not as a rule.

6296. You find that impracticable?—Impracticable and undesirable.

6297. Because you interfere with the man's liberty; he has rather an objection to reporting himself, as if he were on ticket-of-leave?—Yes.

6298. So that all your knowledge of what becomes of your colonist is more or less general?—Yes.

6299. You could not, for instance, give the list of all your inmates at Hadleigh and show what had become of them?—No.

6300. How near can you get to it?—I have tried two or three times. I tried once at our prison gate home in London and followed the men down for a year, and was able to trace a very large percentage. But in the early stages we discussed this very question in settling whether it was really worth while. It could be done, but it would be expensive, and we did not think that the value of the thing would justify the expense.

6301. Would it not be the case that the better men would rather resent the fact that they have been colonists?—Yes.

6302. They prefer to forget that they have been at Hadleigh?—They prefer to.

6303. Before the Physical Deterioration Committee you said you thought you could get a return of that description?—Not of that description, I think; it was rather the distribution.

6304. This is what was said then:—"Do the results obtained justify what, I presume, is your idea, that treatment of this sort enables such establishments to restore them in the course of a few months to the community as useful members of it?—Yes." "But have you got any carefully recorded statistics which would enable you to prove that? Do you trace the lives of the people who leave you?—Probably for a year or two years." "You have well attested records of what becomes of them for a year or two years after they leave you?—Of a certain percentage." "Of a certain percentage only?—Yes." "What percentage?—I could not say off-hand." "Half of them, do you think?—More if we eliminated 9 per cent. roughly of the people who are unsatisfactory." "That you can do nothing with?—Yes, whom we regard as failures." "You get rid of them?—Yes, they drift. We have to send them away." "They must sink?—At present, yes. I was preparing the figures the other day for another purpose."

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I could furnish the figures." "I think it would be desirable if you would do so?—I will." Now, I suppose there would be a difficulty in providing actual figures for the whole lot?—Yes, it would be an enormous work. I could of course take a consecutive 100 leaving, or a consecutive 100 coming in."

6305. Yes, that would be only 100?—Yes; if it was a consecutive 100 it would not be difficult.

6306. I noticed at Hadleigh the discharge book you keep; it has some very frank comments on some of the men who leave you?—Yes.

6307. Beyond that you do not know?—Systematically, no.

6308. Well, now, for instance, when you emigrate a man to Canada, what do you know about him really?—After he goes there?

6309. Yes?—Well, we would soon know if he is in any more trouble, because he would come back to us. We meet him on his arrival, and send him to work, and if he wants a transfer afterwards we also arrange that.

6310. If they are doing badly in Canada, you say they come back?—Yes, to our people there.

6311. But, generally speaking, you can only surmise what becomes of the men after leaving Hadleigh?—Yes; we hear from a good many, you know, from time to time. I write to them, but, as I say, we have no system. When you come to deal with the women, of course they are on a different principle; women are more easily followed. Mrs. Booth can easily follow her women for three years after they have left, but we decided that the circumstances of the men were so different that it really was not worth the cost involved.

6312. Do you think that you would do better with these men if you had a compulsory term of detention?—With a great many.

6313. Now in what respect would you have a better chance?—Well, I regard detention as necessary in the person's own interest, in that a lengthened period is necessary to eradicate the old habits of shiftlessness, laziness, and mere physical inability; then in the interest of the community, in that it would lessen the opportunity for reproduction and would prevent imposition, or in some cases coercion, resulting in the giving of large sums in the aggregate by which the vagrant classes are encouraged; and it is desirable to check the dissemination of disease.

6314. Do you think that you could teach them anything?—It would afford the opportunity to those dealt with to become of more useful and regular habits, and to acquire knowledge of suitable work, and, in short, would make men and women of them; that is my argument for detention.

6315. How long do you think the detention would need to be before you could teach a man the elements of a trade to enable him to earn his own living?—From one to three years; it is no use less than a year; you must keep a man round the full season.

6316. Teaching a trade would make the business very expensive, would it not?—To begin with, it would be expensive, there is no doubt about that.

6317. It is much cheaper to let the man do the work he has been accustomed to?—Yes.

6318. The disciplinary teaching is expensive and troublesome?—Yes, sir, it is.

6319. Have you ever been inside a convict prison?—Not in this country.

6320. You are aware that the industrial teaching there is most careful?—Yes.

6321. Are you aware that at Merxplas they do not teach the colonists?—They reckon they do.

6322. There is no apprenticeship; they simply work at the trade that they knew before?—Yes, but the director there reckons that he teaches so many.

6323. The trade that they knew before?—Well, yes; and those that do not know a trade he must graft on somewhere.

6324. They go on the farm?—Yes.

6325. Would it not be a temptation in our colony to do the same thing?—No.

6326. I mean to look rather to the segregation than to reformation or the teaching of a trade?—Our method is first, if the man has got no object in his life, to create an object, and you want to find out what is the man's bent, his natural ability, and what prospects he has of earning his own living. Then you want to bend his energy and your energy in that way. What I mean is, that if he has not got the ability that would be necessary for an industry, as distinct from agriculture, or he is not built the way of an industry, why then you want to guide that man and make him efficient in the walk of life in which you think he is most capable.

6327. A man does not keep his head above water by what he knows, but by what he is—his character?—Yes.

6328. It is no use your having a trade unless your character enables you to make use of it. You will agree that it is a pretty hard thing putting character into a man of that class after he is over thirty?—No, I do not.

6329. You are still hopeful?—Oh, yes; of course, a man has learned a great deal at thirty, you see. For instance, I saw at Hadleigh men coming in at all ages. I will give you a case, it is not an isolated case, it is a typical case of that class. For instance, a man of fifty comes in; he has reasonable prospects of living another twenty years; you say he ought to have learned before. Yes, but it takes some people a long time to learn. And then there may have been a great many sentimental friends of his who kept him going without work, or he may have had a sentimental public, which makes the wandering nature possible, but if the man has not learned his lesson, and if he does not turn his learning to account, why he is a hopeless case. For instance, to the man who has perhaps had a term of imprisonment, or the man who has wasted his life, there comes a moment when his eyes are opened, if it is only the mere awakening caused by starvation, through his own stupidity. We are all wise after the event, and there ought to be a place for repentance somewhere in the world.

6330. You think his best chance would be that someone should take an interest in him and look after him?—Yes.

6331. His only chance in fact?—Yes.

6332. There are many elements that go towards making a success. You quoted just now the case of a man from St. George's; is he not the same man that you told the Physical Deterioration Committee about?—I do not think so.

6333. I think it must be the same case; you told that Committee of a man from St. George's whom you tried on digging and bird-scaring, and whom Mr. Sheil sent to prison for three weeks; then he came to you again and did well?—Yes, that is the same fellow.

6334. He is an exceptional sort of type, I take it?—No he is not exceptional, he is typical of hundreds.

6335. He is exceptional in this, that he has been quoted before two Committees?—Well, certainly I quoted him at the Central Poor Law Conference; and I quoted him now to-day because the letter from him was in my basket this morning.

6336. The farm colony idea has been going on for a great many years, has it not?—Yes, we have had that place about fourteen years.

6337. I mean the old spinning houses and the "setting the poor on labour" are all forms of the same idea?—Yes.

6338. The idea has done a great deal of good probably, but has not reformed the world?—The world is better than it was, I take it.

6339. You call Hadleigh a farm colony?—We say land and industrial colony.

6340. It is very important that the colonies should be industrial as well as farming?—Oh, yes.

6341. It is not all men who are suitable for work on the land?—No.

6342. Should you say that Hadleigh was an expensive place to maintain?—Yes.

6343. Do you really know the cost of it?—Oh, yes, absolutely.

Mr. David C. Lamb. 6344. I think you promised us a return on that subject ?
—Yes, I will put in that return.

17 May 1905. 6345. (*Sir William Chance.*) Can we have that before our next meeting ?—Yes. I am sorry it has been somewhat delayed ; as a matter of fact, the officer who was preparing it was told off to prepare a statement in regard to the colonies in America.

6346. (*Mr. Davy.*) The capital expenditure would be kept distinct from the current expenses ?—Yes, ours has been from the beginning. Of course, I can explain it in full when the statement is prepared, but we have bought choice bits of land for prospective improvements in the neighbourhood. They really have no bearing on the farm colonies as such, and yet they have added to our capital expenditure.

6347. (*Sir William Chance.*) You expect to get that capital expenditure back with a profit on the resale ?—Yes.

6348. (*Mr. Davy.*) The balance sheet will be rather complicated, will it not ?—I hope it will be sufficiently clear to be understood.

6349. The value of it is that it would give us a sort of idea what it would cost the Treasury to run an institution of the same sort ?—Well, of course, Hadleigh is not a vagrant colony.

6350. It is more for the unemployed ?—Yes.

6351. Vagrants would be a worse class than that ?—Worse in some respects, yes.

6352. More hardened in their laziness ?—Yes. Only by the detention you would be able to regulate your work better and you would have other compensations.

6353. (*Sir William Chance.*) Might they not be more broken down ?—Yes ; I am very hopeless about the first 10,000 whoever takes them in hand.

6354. (*Mr. Davy.*) But I suppose you would advocate that the Home Office or the Treasury, or whoever is responsible, would make arrangements for sending some of the cases to philanthropic colonies like your own ?—Yes.

6355. It is your idea that the Treasury should license you to receive those people during the term of their detention ?—That is so. Then, of course, that raises at once the question of capital expenditure ; I do not think we would be able to provide that.

6356. You would charge the Treasury, I suppose, so much ?—It could be done that way, or it could be done by the State finding all and employing the Salvation Army or other agencies to manage the work.

6357. That would necessitate inspection, would it not ?—Yes.

6358. And possibly an audit of the accounts ?—If it was a capitation grant, why then it would be sufficient if there was some certificate that the people were there.

6359. Do you think that societies like yours would make themselves responsible for the safe custody of these persons ?—I think there would not be much difficulty about that, because the conditions would be such that the men would be better there in many instances ; they would not want to run away.

6360. You do not think they would try to escape ?—No, I do not think so. You see that is where I start, perhaps with an idea different to anybody else's. I take these people for instance in the casual wards in London ; now they want to get out of the casual wards. A great many think these are people who want to be in the casual wards, but I should think, from my experience, having spoken to them over and over again for the last ten years, they want to get out of the casual wards, they do not want to stay in the casual wards, and if you could get them to a colony where you had powers of detention, they would not want to run away. Would they want to run away to something that is worse ?

6361. At Hadleigh you have comparatively a small number of colonists, but do you have many cases of escape ?—You mean without giving notice ?

6362. Yes ?—No, I do not think so.

6363. In your statement you refer to 12 per cent. as leaving without notice ; would they go away with the

Salvation Army clothes on ?—In some instances ; in other instances they have bought their own clothes.

6364. (*Mr. Simpson.*) The majority of men do not wear clothes supplied by you ?—If a man comes in with very good clothes we would offer to give him working clothes and take away his best. That is at his option. Then that one is not likely to run away without giving notice, because we have got his better clothes. To the man who comes in very badly clothed, we would have to give clothes.

6365. Do you give clothes to most of the men who come in ?—Oh, no.

6366. Most of them are wearing their own ?—Yes. We lend a man clothes. For instance if his trousers are impossible, we would give him trousers, probably an old pair not worth very much.

6367. (*Mr. Davy.*) Are your buildings at Hadleigh—for instance, the dormitories—suitable for the purpose ?—In the main, yes.

6368. You think they are sufficiently good ?—Oh, yes, very good I should say.

6369. How many men sleep in each block ?—They vary in size.

6370. Forty, is it not ?—Yes ; there are some smaller ones.

6371. There are double wood walls on a brick setting ?—Yes.

6372. What is the flooring ?—Wood.

6373. And what is under the wood ?—Concrete, I think.

6374. Anyway it is dry ?—Yes.

6375. Have you any idea what those buildings cost per head ?—There is a return. I will let you have it.

6376. I should like to see it. Have you been undertaking any new buildings at the Rochford union workhouse lately ?—Yes, we have built a laundry.

6377. That cost a good deal more than your buildings at Hadleigh ?—Yes.

6378. And yet your buildings are sufficiently good ?—Yes.

6379. How do you account for the difference in cost ?—In one case money is no object, and in the other it is built for the purpose.

6380. (*Sir William Chance.*) Have you got building bye-laws in Rochford ?—Yes.

6381. And therefore you could not put up buildings in Rochford like those at Hadleigh ; they would not be allowed ?—The bye-laws are more strict now ; the buildings which you saw would not be allowed now.

6382. And yet the Hadleigh buildings are quite satisfactory ?—Yes, in fact I put up a building there—an extension—and I had a difficulty with the Rochford district council ; it was a dining room about half the size of this Committee room a quarter of a mile away from the public road. Because it happened to adjoin an existing building, they acted most absurdly and threatened to pull it down, and I do not know what they did not do.

6383. If you were establishing a new labour colony you would prefer to go where there were no building bye-laws ; you would do it more cheaply, would you not ?—Yes sir, that is very necessary ; but if it was under a Central Authority it would not matter as they are usually exempt from the building bye-laws, I think.

6384. (*Mr. Davy.*) In some cases ?—I have had that in my mind all through, because, for instance, if you did not undertake productive work, but put a certain number of men on an improvement that would be completed in so many years, you would have to put up temporary buildings. Again, if you were to go in for the cultivation of land, you would want a building of a different character, and my idea is that in carrying out an extensive scheme you would have to deal to some extent with local prejudices, and where you have trade unions or any strong local feeling about coming into competition with your product, meet that difficulty, if you like, by some improvement in the neighbourhood. For instance, there are acres of land in the Midlands covered over with unsightly heaps of rubbish from quarries and coal mines, that it would take, perhaps, five or ten years to level and convert into some useful national improvement ; very rough buildings would be satisfactory for that, and it would get over several difficulties.

6385. Have you had any opposition to your local sales of produce at Hadleigh?—A little.

6386. Complaints of undue competition?—Yes, but the circumstances are rather exceptional there; at least we regard them as exceptional because the population of Southend which is our chief market has increased during these last fifteen years from 12,000 to 40,000 or 50,000 residential, and double that number in summer.

6387. So that your comparatively small produce does not matter?—Quite so. In fact there are hundreds of pounds spent every week in buying produce in London. I do not think there is any particular hardship anywhere, because I believe all the small dealers in the neighbourhood have improved in position, and that answers the question that has been raised with regard to the displacement. On the other hand, I say these men have as much right to live as anybody else.

6388. You do not make mats or brooms or things of that sort?—No.

6389. Did you see that industry at Merxplas?—Yes.

6390. Do you know what they do with their brooms and mats?—They send some of them to England; I found that out.

6391. And they are sold?—Yes.

6392. Did you see any mats marked "Welcome"?—Yes.

6393. What market do you think they are intended for?—The English market obviously.

6394. Now where do you get your labourers from; do you draw them from the local labour market?—Yes, in some instances.

6395. Have you had any complaint from the farmers that you are raising the rate of wages?—We have had that, but what has happened on more than one occasion is that a neighbouring farmer has offered a man a couple of shillings a week more than we were paying.

6396. That is good for the man?—Yes. What has happened on more than one occasion is this. We brought a man from Norfolk or Suffolk where the wages are lower than in Essex; he was getting say 12s. or 15s. a week; we perhaps give him 18s. and we find the neighbouring farmers hammering away at him at 19s. and 20s., and we have lost men occasionally. But the price of labour has been forced up by the development of Southend and the proximity to London.

6397. In fact, your task has been made easier, because you are in a rising neighbourhood?—Undoubtedly.

6398. But even so, it requires some tact to avoid complaints of local competition?—Oh, yes. Then, of course there has been a good deal of circulation of money. For instance, we have hired the farmers in the neighbourhood to do carting, and they have realised that we are not exclusive.

Mr. David
C. Lamb.

17 May 1905.

EIGHTEENTH DAY.

Thursday, 25th May, 1905.

[AT EDINBURGH.]

PRESENT.

Mr. J. S. DAVY, C.B., (*in the Chair*).

Mr. A. H. DOWNES, M.D.
Captain EARDLEY-WILMOT.

Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. R. B. BARCLAY, called; and Examined.

6399. (*Chairman*.) You are General Superintendent of Poor?—Yes.

6400. And Inspector of workhouses in Scotland?—Yes.

6401. Is that over the whole of Scotland?—Yes.

6402. What do you do with a non-settled man who applies for relief?—No person is admitted into the poor house without an order from the inspector of poor of the parish. The man must apply to an inspector of poor to get an order from him. Of course, if a person came in a dying state, they would take him in, but it is the rule and the law that no person gets in without an order from the inspector of poor and a medical certificate.

6403. To the effect that the pauper is not able-bodied?—Yes.

6404. Now take the case of an able-bodied man who goes to the inspector of poor and says that he is destitute and is starving. What do you do with that man?—According to the law of Scotland he is not entitled to relief if he is able-bodied. If he is footsore or something of that kind he is sent to the medical officer. Very few medical officers will take the responsibility on themselves in saying in cold weather "You are able-bodied; you are not entitled to relief." They find out some ailment and admit him, but it is not always to a poorhouse that he is admitted. In the majority of parishes in Scotland we have houses that we call casual sick houses. Persons are admitted to those places for a night. In other places, in villages or towns, there are common lodging-houses

where they are charged fourpence a night, and they are sent with a ticket to these houses.

6405. The inspector of poor gives them a ticket?—Yes.

6406. Were those houses built in consequence of a circular of the Scottish Local Government Board?—They have not been built for that purpose. They are usually cottages that have been acquired. Very often in country parishes they have a two-roomed cottage, and they put a respectable woman into one end of the cottage and allow her to remain rent free on the condition that she keeps the other end tidy and gives accommodation.

6407. It is a comparatively new institution?—No; but it has been increasing lately because the Local Government Board have issued several circulars urging every parish to have accommodation of that kind because it throws a great responsibility on the inspector of poor if someone comes to his door completely broken down and there is no place in which to put him. We are therefore trying to press that as far as possible. It has been practically in existence since the beginning of the poor law system in Scotland.

6408. Is there a poorhouse in every parish in Scotland?—No. We have seventy poorhouses in Scotland.

6409. So you will sometimes have an inspector without a poorhouse?—Sometimes the poorhouse may be twenty or thirty miles away from the parish.

6410. In those cases where the Scottish Local Government Board think it is necessary to have a shelter, would it be somewhere in the neighbourhood of the inspector of

Mr. R. B.
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poor?—Yes, somewhere where he can put up for a night a person who is not able to proceed on his journey. We have a certificate that they can send to the medical officer and he certifies that they are not able to proceed.

6411. Are there many vagrants in the north of Scotland?—There are not many of the vagrant class. Of course, in every part of Scotland there is a class of persons who wander about all over the country. The class I am speaking about never do any work if they can help it. They go from one place to another and get shelter in different farmhouses, and they sleep out during the greater part of the warm weather.

6412. Do the police take any cognisance of them?—I cannot give any information in regard to the police. I believe you will have that otherwise.

6413. So far as the Poor Law is concerned, you have nothing to do with them; they are able-bodied men?—Yes, and women too. A great many of them are women. In the south-western district, which I know best of all, I could give you the names of twenty or thirty women who just go from one parish to another and have done so for the last eight, ten, and fifteen years.

6414. Is Glasgow in your district?—Yes.

6415. And Edinburgh?—No.

6416. In a town like Glasgow the number of tramps or vagrants will be very large?—Yes.

6417. Does the Poor Law take cognisance of them?—If they apply for relief, then they are examined to see whether they are able-bodied or not. They get nothing but the poorhouse, of course. While you are speaking of Glasgow I might give this little bit of information with regard to a parish that is within seven miles of Glasgow, which I visited lately. It is seven miles distant from Glasgow and about sixteen miles from Kilmarnock. I refer to the parish of Mearns. Between Mearns and Kilmarnock there is no shelter of any kind. It is a moorland road. There are a great number of tramps making their way from Kilmarnock into Glasgow. There is only one parish between, a large parish of moorland called Fenwick. The inspector of that parish lives within three miles of Kilmarnock, so that when they are coming from Kilmarnock they are not sufficiently broken down to apply to him, but when they walk these sixteen miles to Mearns they are completely broken down and not able to go on to Glasgow. There is a lodging-house there into which the inspector puts them for the night, and then they leave in the morning. During the year ended 15th May, 1905, he tells me that there were 342 persons who applied to him for relief. Of these, 314 were tramps, so that there were only 28 people resident in the parish or neighbourhood who applied for relief. 95 are noted as coming from Kilmarnock or other Ayrshire towns into Glasgow, while 39 are noted as going in the reverse direction. These 39 had walked the seven miles from Glasgow and had felt that they were not able to tackle the sixteen miles on to Kilmarnock. Many of them are women with children, who state that they are deserted and are searching for their husbands who are employed at railway or other works as navvies. Others are women with illegitimate children. It is principally women who apply for relief.

6418. There are a certain number of men, I suppose, who would not apply to the inspector at all?—Yes, a great many cases. In many of those districts the farmers allow the men to sleep in their lofts for a night. They know these places perfectly well, and they tell one another about them.

6419. Is this system satisfactory in your opinion?—As far as our system of poor law is concerned, I think that with a little improvement it is good enough, but with regard to the tramp class who are constantly going about, women with children who have no education whatsoever, I think it is horrible, because they go from one parish to another, and no person has any interest in them at all. They go on year after year. There should be some law to the effect that they could be taken possession of, and put into labour colonies and made to work.

6420. Do you have any considerable number of poor law offences, that is cases of paupers and inmates of poor houses charged with offences, and brought before the magistrates?—No, very few. Our law is different in

that respect from the law in England. With us the governor can punish for himself. The criminal authorities will only take an inmate of the poorhouse if he has committed a criminal offence, and even then it is sometimes difficult to get the police to take them. They say, "You have cells of your own, and you can punish them yourselves." Very few inmates of poor houses are taken before the police.

6421. You do not prosecute people for refusing to work?—We cannot.

6422. Do you know our system of punishment in England?—Yes.

6423. What do you do, as a matter of fact, in the way of punishment?—Deprivation of some kind of food, or shutting them up in a cell for ten hours or so. Every poorhouse is provided with a cell or two, but they are very seldom used.

6424. There is a tendency to use them less and less?—Yes, very much so. I know many poorhouses where they have not been used for over twenty years. The governor just uses moral suasion, and very often when an inmate is found to have broken the rules he discharges himself. They are glad to get quit of him.

6425. One of our difficulties is that the people who commit the offences belong practically to the same class as the tramps, and we get both the police and the poor law in such cases. You avoid that in Scotland?—Yes. If one inmate commits an assault on another inmate, then he is sometimes handed over to the police, but it is very rare.

6426. (*Captain Showers.*) What diet do you have in your workhouses?—There are different classes. I can give you the whole rules as to dietary if you like.

6427. Can you say roughly what is given for breakfast, dinner, and supper?—The working inmates have porridge and milk for breakfast; for dinner they have soup or broth, 8 ozs. of bread and 4 ozs. of meat; and for supper they have either tea and bread and butter, or porridge and milk again. The infirm do not necessarily have meat; they are not entitled to that, but very often there is more meat than is required, and they get a little bit in their broth. They have only porridge once a day, and tea and bread and butter or margarine at night. Then the sick have a special diet according to the orders of the medical officer.

6428. You have no fixed dietary for the able-bodied casuals, as we call them?—We are supposed to have no able-bodied inmates, but I am sorry to say that we have a great number. That is to say, they are men who are physically able-bodied, but they are not able to provide for themselves outside.

6429. (*Captain Eardley-Wilmot.*) They are passed by the doctor?—Yes. They may have an infirmity of some kind, but they are not fit mentally to earn a livelihood for themselves outside, although they are physically able-bodied.

6430. (*Dr. Downes.*) Can any doctor give a certificate that a man is not able-bodied, or must it be obtained from the parish doctor?—It is the parish doctor who gives the certificate. Of course, any other medical certificate would be received, but in every parish we have a medical officer. He is paid for it, and accordingly you go to the man who is paid for doing the work. If he was away, however, the certificate of any other medical man would be received.

6431. Is what you call the casual sick-house provided by the parish authority?—Yes. In some cases they have built it themselves, but in most cases there is just perhaps one room in a cottage.

6432. And the woman in the cottage looks after the case?—Yes, she keeps the room clean, and ready for anyone who may come in.

6433. Would the parish doctor attend a tramp there?—They would be away next morning. It is very seldom that they are there for more than two nights. If they were to be there for more than two nights the inspector would take steps to have them removed to the poorhouse.

6434. What do you do with a tramp woman taken in labour; how would such a case be dealt with?—It is very difficult to say. We have not had many cases of that kind, but unfortunately there have been some very

awkward cases when they could not get them in anywhere at all.

6435. There is some difficulty in those cases?—Yes, there is great difficulty, but they are very rare. They generally make for some particular place where they can get in.

6436. Is there anything known of the number of tramps in Scotland?—Yes, there is a half-yearly census taken by the police. The figures vary from 7,000 in June to 9,000 in December. On 15th May, 1903, there were 102 vagrants with 36 dependants relieved by inspectors of poor in the whole of Scotland (*see Appendix XVI.*)

6437. (*Mr. Simpson.*) In Scotland you have parishes combined for poorhouse purposes?—Yes.

6438. Something like the unions in England?—Barely, because they are only combined for poorhouse purposes.

6439. Not for outdoor relief at all?—No.

6440. Is the poorhouse managed by a joint committee from the different parishes?—Yes. Of course, some parishes have poorhouses of their own.

6441. Glasgow, of course, is quite big enough for that?—Yes, some towns considerably smaller than that have a poorhouse of their own. Lanark, with a population of 8,000, has a poorhouse of its own, as have also Paisley, Inverness, Falkirk, Forfar, Dumfries, and some other places.

6442. (*Chairman.*) Have you a uniform dietary all over Scotland?—No.

6443. (*Mr. Simpson.*) Is it in the legal power of the Local Government Board to fix a uniform dietary for all poorhouses?—No, I am afraid not. We are trying to do it, but we cannot enforce it. The house committee select the dietary, and all that we can do is to see that it is sufficient. In some cases they go beyond what is sufficient. The tramps that we are talking about know these houses quite well, and they will wander a long way to get into a house where there is a better dietary.

6444. (*Captain Showers.*) What kind of labour do you have in the poorhouse?—Stick breaking is the principal thing. In some of the poorhouses we have stone breaking as a test.

6445. I suppose it is chiefly granite?—No, it is principally whinstone, but it really does not amount to much. It is on paper more than anything else. If a man is set to stone breaking he will rather take his discharge because he says that if he can break that quantity of stones he can work for himself outside, so that the quantity of stones broken in Scotland in all the poorhouses in the course of a year would not be more than a few cart-loads.

6446. Do they break that stone by hammer?—Yes, by hammer. That is the test.

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6447. (*Chairman*) You have been engaged for a great many years in the administration of the Poor Law in Glasgow?—Yes.

6448. I think you are clerk and inspector of poor there?—Yes.

6449. We have had evidence to the effect that the able-bodied man is not recognised in Scotland?—That is so.

6450. Is that by Statute?—Yes, or rather a decision of the House of Lords in the "sixties" interpreting the Statute of 1845.

6451. That would exclude able-bodied men from the operation of the Poor Law?—Yes.

6452. Have you in Glasgow practically nothing to do with the able-bodied labourer?—That may be qualified.

6453. Will you tell us exactly what you do in Glasgow?—We have applications from men that are only partially able-bodied in so far as they are certified by the medical officer as being unfit for work from a variety of diseases, venereal, cardiac, chronic debility, dyspepsia, and so on.

6454. And then what happens to them?—They are sent to the poorhouse.

6455. Are they sent direct by the order of the inspector of poor?—Yes.

6456. What about the others who do not establish that they are disabled?—If one of them applies to us and is certified as able-bodied, we give a line of refusal and direct him to go to the sheriff.

6457. Do you write the refusal?—Yes. He is refused relief on the ground that he is certified by the medical officer as able-bodied.

6458. What does that man do if he has no means of getting lodging or food for the night?—There are a number of lodging-houses, and then there is the Night Asylum for the Houseless for *bona fide* out of work men, but the great majority of the class to whom you refer can pick for themselves, or, as we say in Scotland, can pick their lone. They can find their way about.

6459. Nothing more is heard of them?—No.

6460. Do some of them make application to the police?—Now and again.

6461. There are cells attached to the police stations in Glasgow?—Yes, there are turnkey rooms and such like, where I know that large numbers are sheltered. The chief constable has prepared a statement showing the number of persons afforded accommodation in the various police offices throughout the city during the week ended 31st December, 1904, and the corresponding weeks in

1903 and 1902, and also for the month of December in 1904, 1903, and 1902. From that it appears that there were 1,007 men and 65 women for the week ended 31st December, 1904. In the corresponding week in 1903 there were 102 men and 13 women, a total of 115 as against the total I have mentioned. In the same week in 1902 there was a total of 45. In the month of December, 1904, there were 4,558 men and 228 women, making a total of 4,786, while in the same month in 1903, there were 502, and in 1902 there were 240.

6462. That shows that there is a very large amount of shelter relief given by the police in Glasgow?—Yes, during the scare about the unemployed and the creation of soup kitchens. I hold that the advertisement of that sort of thing abroad brought hundreds, indeed thousands, into the city.

6463. Would these persons be residents?—I am sure they were not.

6464. Where did they come from?—All over the country, particularly the west of Scotland.

6465. In order to get the soup?—Yes.

6466. And such a case has to be sheltered by the police in the last resort because he is able-bodied?—Yes.

6467. And because the free shelters are full?—There is only one free shelter, the Night Asylum, and it was crammed.

6468. Is it usually full?—Yes.

6469. Under ordinary conditions?—Yes. I have complained about that place frequently, and I have declared more than once that it should be burned to the ground because it creates a class. One of the members of the parish council who was recently appointed a director of this institution submitted the following report to his fellow directors: "I understand the object for which this institution was intended was to assist men and women who from some temporary cause were out of work or were looking for work. This no doubt at the time of its initiation was most desirable, but I am of opinion that the necessity is not now so clamant, on account of the many private and corporation model lodgings now in existence, and that a larger proportion of those admitted could find means of getting a night's lodging if left to their own resources, so that by giving them assistance we are only helping to pauperise and conduce to laziness. Able-bodied men or women are quite able to keep themselves if they are sober, honest, and willing, and if they would just deny themselves a little and save a portion of their earnings for a time of need. I would therefore suggest to the directors the advisability of not admitting any single men or women who are apparently able-

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bodied, of sound mind, and not over forty-five years of age. This I estimate would do away with about one half of the applicants, and would give the officiating director more time to consider the remainder of the cases, and to find out if they were suitable objects of relief."

6470. And the result?—It is only within the last month that that opinion has been expressed.

6471. You are aware of the English system of dealing with tramps?—In an ordinary way.

6472. It is something like this; the guardians of the poor provide shelters which are free, subject to the fact that the vagrants are supposed to be detained two nights, and in the intermediate day to do a certain amount of work. If you had such shelters in Glasgow, do you suppose it would have made any difference in the number applying for relief at the police stations?—It would have increased the numbers.

6473. As giving one more facility for living in the town?—Yes.

6474. So on the whole you prefer to be without the English tramp system?—Yes, but still I want the remedy.

6475. Do you know under what authority the police relieve these people?—No authority.

6476. There is no legal authority for it at all?—No. Simply a man or woman comes into the office and says that they have no means, or something of that kind, and no shelter, and asks to be allowed to remain. I know that the magistrates gave instructions to the chief constable to afford facilities in such cases.

6477. (Mr. Simpson.) Do you suppose that any food that is given to them at night comes from private funds?—I am not aware of their getting any food.

6478. It is simply the shelter?—Yes, purely the shelter.

6479. (Chairman.) The point as to the legality of that relief has often been mentioned before Committees?—I think so.

6480. At any rate, it is well known in Scotland?—It is known in Glasgow, but I do not know to what extent it has spread in other parts of the country.

6481. Do you think that in other towns, such as Edinburgh, there is anything like the amount of shelter that is given in Glasgow?—It is not so extensive in Edinburgh as in Glasgow, but the same complaints have been voiced as to the soup kitchens and other things creating tramps.

6482. Including the shelter given at the police station?—Quite so.

6483. I think you some years ago made an analysis of what became of a certain number of tramps who applied for relief at Glasgow. Have you anything of that sort up to date, as it would be exceedingly useful?—Here is a statement of houseless and homeless applicants from 16th November, 1900, to 15th May, 1901, giving an analysis of where they have come from and all that sort of thing (see *Appendix XVI.*). Following on that, I have also a list of tramp applicants, giving their names and ages, the number of days they had resided in Glasgow, where they came from, where they were sent to, and so on.

6484. The return I have in my mind was a sort of summary of these, so many remitted to the police and so many sent to the poorhouse?—That is another aspect of it and I will give that likewise. I have here a comparative statement of vagrancy and begging from 22nd November, 1900, to 15th May, 1905 (see *Appendix XVI.*). I find that there were 154 cases in one half-year, 60 of whom were not known to the parish and 94 were known. Of these latter there were 23 previously convicted. Of these 154 there were 69 sent to prison, 38 were admonished, and so on. This is brought up to date.

6485. What does "reported by the police" mean?—That means that some years ago, owing to the increase in these cases, we complained to the magistrates that they were not doing their duty, to put it in a rough and ready way. In the first place, the police were not apprehending these vagrants and tramps, and when they were apprehended, they were simply admonished by the police and let go.

6486. (Captain Eardley-Wilmot.) What were they apprehended for?—Begging and vagrancy.

6487. Is that a crime in Glasgow?—Yes.

6488. (Chairman.) Vagrancy would mean begging, would it not?—Yes.

6489. The mere fact of not having visible means of subsistence would not be a criminal act?—No, it must be the act of begging. We had a meeting with the magistrates and made a representation. We got the original clause of the Act of 1866 amended in 1895 to what we thought was our way of looking at the subject. These are referred to in the second paragraph of my *précis*. Ultimately it was arranged that one of my officers should attend the police court every morning, upon information supplied by the police authorities that there were tramps or vagrants apprehended by the police. My officer searched our own records for the history of the different persons. He appeared at the court and advised the magistrate as to their history, and the magistrate sometimes committed the prisoner to the poorhouse as a place of safety for seven days.

6490. Under what authority?—Under the Act of 1895.

6491. Was that a local Act?—Yes; he was sent up as an ordinary inmate. He would be so committed by one magistrate, and at the end of seven days he would be brought down before another magistrate, with the result that the second magistrate knew nothing of the original statements put before the court, and probably the man would be admonished and discharged, and would probably turn up at another court the same week, or something like that. The result of that is the paper you have before you.

6492. "Reported by police, 154, of whom 94 were known to parish and 23 of these had been previously convicted." 69 of these were sent to prison, and 38 were admonished. Does that mean admonished and discharged?—Yes.

6493. (Mr. Simpson.) It is 69 out of the total of 154?—Yes.

6494. (Chairman.) 43 were remitted to the poorhouse?—Yes.

6495. Were these remitted to the poorhouse for any definite period?—No, but they got the hint that if they were seen begging again they would be sent to prison.

6496. Now if they were sent to prison, what term would they get?—In the case of John Dunlop, for instance, he was before the Central police court on 26th December, 1900, and he got ten days. In May, 1901, he got seven days, in August fourteen days, in September thirty days under an alias, 15th April, 1902, thirty days, and October, 1902, thirty days. That man became chargeable to the parish in 1888 at the age of forty-three, and since then has been frequently in the poorhouse for short periods, sometimes only for three days. The last we heard of him was on 8th May of this year, when he left the poorhouse. The others are just in the same way. There is one twenty-one days (see *Appendix XVI.*).

6497. That would be for begging?—Yes.

6498. Might it be for sleeping out?—It might.

6499. Do you have a considerable number of people sleeping on staircases and such places in Glasgow?—Yes. In the Glasgow Corporation and Police Act of 1895, section 34, in addition to the powers conferred upon the magistrates by sections 144 and 145 of the Glasgow Police Act of 1868, the following provision has effect:—"The magistrate may, if he thinks fit, direct that any person brought before him under these sections, who, in his opinion is a beggar or vagrant, shall be sent to the inspector of poor that his claim may be investigated" and so on. Clause 144 states that every person who in any turn-pike road, street, court, or common stair, either asks alms or exposes wounds or deformities, or places himself or acts so as to induce or for the purpose of inducing the giving of alms shall be deemed a beggar. Any person who within the city is found wandering abroad or lodging in any barn or outhouse, or in any unoccupied building, or in the open air, or under a tent, or in any court, etc., shall be deemed a vagrant, unless he proves to the satisfaction of the magistrate that he has a fixed place of residence and some means of gaining a livelihood within the city.

6500. What is the penalty?—It is from 10 days to 60 days.

6501. (Captain Eardley-Wilmot.) Is there a minimum of 10 days?—I think so.

6502. (*Mr. Simpson.*) The section to which you have just referred would not include sleeping on a common stair?—I think it would. A person simply found on a stair would not be apprehended. He would be told to go away.

6503. And if he tried to sleep outside he could be apprehended?—Yes.

6504. (*Chairman.*) Are you sure that there is a minimum sentence?—I would not be dogmatic on that. Probably there may not be a minimum, because I have known drunks to have 3 days simply to get a wash, and I complained about it frequently.

6505. What are the powers with regard to the detention in the poorhouse?—That is given under the rules of the Local Government Board. The maximum is 72 hours.

6506. But the magistrates have nothing to do with that?—They give 7 days or till such time as the inspector of poor can make inquiry as to the history of the prisoner.

6507. The magistrates have the power of compulsory detention for that time?—Yes.

6508. For the purpose of making inquiries?—Yes. "Shall be sent to the inspector of poor of the parish within which such person shall have been found in order that the claim of such person may be investigated, and the magistrate may direct any such person to be detained in custody."

6509. What section is that?—Section 34 of the Act of 1895.

6510. Do you find that that is a useful provision?—Yes.

6511. Do you find any inconvenience in making the master responsible for the custody of the prisoner?—No.

6512. I suppose that the persons sent under that section are mostly broken down folk?—No, what we would call the average able-bodied tramp.

6513. Have the magistrates in Scotland any power in the way of ordering relief to anybody?—No, that lies entirely with the parish council. This is running practically *pari passu* with the parish authorities.

6514. Only to that extent has the magistrate power to order relief to anyone?—Yes.

6515. You give us here a number of these cases. In each, the man seems to have had repeated sentences of imprisonment for a short time?—Yes.

6516. I see that one man has been sentenced 11 times in 2 years, and on four occasions he has got 30 days?—That is so.

6517. Do you find any cases where the prisoner says that he prefers the prison to the poorhouse?—I have not heard that from any of these cases, but I have heard it elsewhere. It is simply a stock expression.

6518. You do not believe it?—No.

6519. (*Captain Showers.*) Do they get better food in the prison than they get in the poorhouse?—I have heard it said, and Dr. Dunlop has stated, that they are better fed, but that must be taken with an explanation, because every prisoner, or nearly every prisoner, is made to work in the prison, while the great bulk of our people do not work.

6520. (*Chairman.*) Are you acquainted with the discipline in the prisons in Scotland?—Yes, I have been through two prisons quite recently.

6521. Do you know what the short-time prisoners do?—Not specially, but I know that they all work.

6522. (*Captain Eardley-Wilmot.*) Is there no work in the poorhouses in Scotland?—There is only a kind of work. Now, in Barlinnie Prison in Glasgow the men are employed upon the land, trenching, lining, preparing for potatoes, and such like. On my visit there were a number busy breaking stones.

6523. (*Mr. Simpson.*) There is a considerable amount of land round that prison?—Yes. A number were employed in washing clothes and book-binding, and all these varied trades.

6524. (*Chairman.*) Do you think that the sentences given by magistrates are really a deterrent?—No, they are not.

6525. What is your opinion of short sentences?—They do more harm than good.

6526. What is the shortest time you would send a man to gaol for?—On his third conviction I would send him for the full period.

6527. What is that?—Sixty days.

6528. Would you ever send a man to gaol for less than a fortnight?—No.

6529. Would a month be better?—I believe it would. Personally, I believe in rigorous treatment for that class of people.

6530. Then what is your opinion of the short sentence?—That it is of no earthly use. It only cleans their skin and purifies their clothing, and enables them to come out again to revert to their old process.

6531. They come out very thirsty?—They do.

6532. Is there any indication in Scotland of vagrants committing offences in order to be sent to prison?—I do not think so. Personally, I have not heard of any, except two of our celebrated cases. These happened to be women, and they broke a window occasionally just for the fun of the thing. One of them has been before Parliament already in Sir Charles Cameron's Report—Jane McPolland. She is as lively as ever.

6533. I think the police take a half-yearly census of vagrants or homeless persons?—They take a census in June and in December. It is a census of the vagrants, beggars, and migratory poor on tramp within the counties, cities, and police burghs of Scotland. The last return is for 1904, and it is just newly published.

6534. Does not that give a total of about 9,000?—There were 8,252 in June.

6535. (*Captain Eardley-Wilmot.*) Is that males and females?—Yes, including children.

6536. There is no authorised legal provision for these people in Scotland?—No.

6537. There is the unauthorised provision which is made by the police in the large towns?—Yes.

6538. Otherwise there is nothing?—I know of nothing. There are certain country parishes where they have a sort of parochial lodging-house.

6539. Shelter places?—Yes. These are more for persons who might become ill, or something of that kind.

6540. Do you think it is desirable that provision should be made for these people?—No.

6541. You would prefer that they should be dealt with under the criminal law, and, if habituals, sent for long periods of detention?—I would much rather see these people confined for periods in a reformatory or labour colony. If you refer to pages 30 and 31 of the pamphlet which I have put into your hands you will find what I suggest.

6542. You give a description of a little labour colony near Glasgow?—Yes, down Dumfries way. What I suggest, roughly speaking, is some joint board of the town council and the parish council, and that the police should lay hands upon all vagrants, beggars, and such people who ought to come under the surveillance of the poor law authorities, and all *bona fide* unemployed workmen and such like should be put on to a labour colony for the purpose of their becoming self-supporting.

6543. Would you do that all at once?—It would require to be gradual.

6544. Otherwise you would be swamped with the numbers?—I do not think so. If such a thing had been started in August last we would have been swamped with the numbers; but if it is well advertised that the tramps will get their deserts, that the idle loafer, the man who goes about propagating disease and setting fire to barns, will be locked up, but that the decent, well-doing, self-respecting man will be taken charge of and put on his feet again, I do not think the numbers would be overwhelming.

6545. In Scotland the law of settlement is very strictly enforced?—It was altered under the Act of 1898 when it was reduced from five years to three.

6546. What I mean is that each parish takes full advantage of the law of settlement?—Yes.

6547. You do not relieve anyone who does not belong

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to you?—That is so; but I would qualify that by stating that the parish must relieve whoever is ill, and they have recourse against the parish of settlement.

6548. They take care that they do have recourse?—Yes.

6549. You do not give away much?—That is so.

6550. That would make a difficulty in dealing with persons like tramps; there would be continual disputes as to the parish the tramp belonged to?—I do not think so. The whole tramp or unemployed question relates round the large towns to a certain population, and if these were dealt with in the way I have indicated you would reduce the vagrant population to nothing.

6551. If you locked them up?—Yes, but there would be no trouble about settlement at all.

6552. Why not?—Why should there be any trouble? Those people who are *bona fide* poor law cases have their settlement already, because they are known to the poor law authorities.

6553. But the man who walks from place to place?—Whatever parish he may be settled in under this arrangement would find recourse under the existing laws.

6554. Who do you suggest should manage the labour colony?—A joint committee of town councils and parish councils.

6555. Not the police?—No. Able-bodied persons able to work would be sent to the labour colonies as the new board might determine.

6556. Who would send them?—The new board created under this scheme of mine.

6557. Would the board send them or would they be sent through the magistrates?—The board would send them.

6558. As a poor law matter?—Yes.

6559. Do you propose to confer on that board powers of detention?—Practically so.

6560. So a man would be detained by a board of elected persons. Would you have a formal trial of the man?—Yes.

6561. Before this administrative board?—“That all other persons who are not able to work, who have no visible means of subsistence, who may be dependent upon charity, all vagrants, beggars, inebriates, &c., as defined in existing statutes, all beggars, whether singing or selling, be taken before a magistrate and committed to a poor-house for fixed periods. That all such persons may be conveyed to a poor-house for not more than one week till the board decide as to their disposal.”

6562. The new board?—Yes.

6563. And the joint board would decide without further reference to the magistrates?—They would decide whether this case should go to the magistrates or should go direct to a labour colony.

6564. Supposing a man went to a labour colony, how long would you keep him there?—That would be in the discretion of the board managing the labour colony.

6565. The man would have to stay?—That is a condition; he would be required to sign an obligation that he would stay for a minimum period.

6566. (Mr. Simpson.) You would give your new board power to send a case to a labour colony for an indefinite period?—Yes, and to poorhouses that are not fully occupied. At the present moment in Scotland we have accommodation for 16,000 indoor poor. Probably there are only 9,000 of these beds occupied at the present moment. I say that there is no use in connection with inebriates and colonies and so on spending more money on stone and lime. The Local Government Board should order the removal of two or three cases in a poorhouse, and then utilise the empty poorhouse for this purpose. There are poorhouses in the north of Scotland with two or three patients and a staff large enough to look after thirty patients.

6567. It would not be worth while sending a man to the north of Scotland unless you could keep him a considerable time?—I am mentioning the north of Scotland as an extreme case, but there are plenty of cases round the neighbourhood where we could transfer from one poorhouse to another.

6568. (Captain Showers.) You mean to take the inmates all out of one poorhouse and turn that poorhouse into a colony?—Yes. Fill it up.

6569. (Mr. Simpson.) Do you know of any institution that is being run at present on the lines on which you would wish your labour colony to be run?—The only one is Locharbriggs.

6570. Is that in Dumfries?—Yes, in the parish of Ruthwell. It is run by a philanthropic society in Glasgow.

6571. What sort of people go there?—I will submit the cases later on. I can give the history of six or eight people that were taken as a trial and were sent to Locharbriggs. I went and saw them, and I will be able to tell you about them afterwards. Roughly speaking, they were not a success and they should have been kept there.

6572. At Glasgow?—No, Locharbriggs, or some other place. My point is that they were safer there than at Glasgow.

6573. There is no power of detaining at the colony?—No.

6574. Did they leave?—No, we took them away.

6575. I suppose Glasgow parish paid something for their maintenance?—We paid 6s. or 7s. a week for their maintenance. I took the chairman of my board and the convener of the committee down to see the place. We interviewed each man and we found that we were simply throwing away money. They would have been as comfortable and well kept in our poorhouse. The trial did not succeed; they did not rise to the occasion themselves.

6576. The labour colony that you would propose would really be a complete novelty in Scotland?—Yes.

6577. Do you not think that any such colony would necessarily have to be experimental, supposing every parish council started one?—My proposal is limited to burghs and parishes with a population of, say 50,000 to 150,000. It would not be required in every parish. I am for more elasticity in administration. There is far too little of that just now. Each point is left to its own parish, as it were. It may be a parish with a population of 300, or 3,000 or 300,000. That is what I have been girding against. The Local Government Board cannot scratch a pen and say “This shall be.” All that ought to be done under the agency of the Local Government Board. They ought to be able to shift this man to some other place, and so on. They should have larger areas of administration. At the present time we are simply playing with the thing.

6578. As you have a combination of parishes for the purposes of a poorhouse, you might have a combination for a labour colony?—Yes.

6579. (Chairman.) Would not your proposed labour colonies be like an ordinary rural poorhouse?—No, I have never looked at them in that light. The colony I have in view is for a decent working man who has fallen out of employment.

6580. For what class would you use your unused accommodation in the poorhouses?—For the class of people that are persistently bothering us in the police courts and tramping through the country—the 8,252.

6581. Do you not think that the presence of that class in a country poorhouse would be a mischief to the usual inmates?—They are the same class; they come from the same class.

6582. (Captain Showers.) What would you do with the children?—There are very few of them here.

6583. (Captain Eardley-Wilmot.) For how long would you commit a man to this place; for two years?—I prefer the sheriff to a local magistrate. He would have the whole circumstances of the case before him, and he would judge whether it was a case for two years or not. At the end of the two years the man should come up again before the sheriff with a report from the master of the poor-house.

6584. Would there be any difficulty as regards the compulsory detention of these men?—The whole difficulty we have to contend with is this fetish of the liberty of the subject. That is the curse of the whole country.

6585. There would be no difficulty?—No.

6586. I suppose it means building a wall?—No, I

would not build a wall at all. If a man goes away he is liable to be apprehended and punished.

6587. So you think there would be no difficulty?—That is so.

6588. (*Mr. Simpson.*) It would be rather hard to distinguish between a poorhouse used for that purpose and a prison. It would really be a prison under the management of the poor law authorities instead of a prison under the Prison Commissioners?—It would be a prison without the cast-iron administration of the prison.

6589. There would be the same necessity for safe custody?—It is simply the turning of a key on a man for his own safety and for the safety of the public outside.

6590. But you have to turn the key on him just as you would turn it on him if he were sent to prison?—I admit that, but not to the same rigorous extent. I would not build walls as in a prison, nor would I enforce silence and all that sort of thing.

6591. If a man escaped it would not matter so much as in the case of a man escaping from prison?—No, I would not care though they all escaped, so long as they did not go on the roads and beg.

6592. If they did that you would catch them and send them back?—Certainly. The Chairman referred to the number of vagrants being about 9,000. My interpretation of these figures is that they are rather higher. There are 8,252 in June, and 6,987 in December, making a total of about 15,000. I have all along gone on the assumption that you must put the two figures together, and I say that there is a floating population of vagrants of somewhere about 13,000. On the other hand, some say that in that way they are counted twice, but my experience of that class is that the man and woman found on tramp in June are not found on tramp in December; they are in our poorhouses. Those that are on tramp in June are a different class from those on tramp in December.

6593. (*Captain Showers.*) What would you do with the children on tramp; would you get power to take them away and educate them?—Yes, I would board out every child.

6594. So that it could become a decent member of society?—Yes. I would have applied to Scotland the provisions of the English Act of 1889 where power was given to take charge of children up to eighteen years of age. We feel that the worst period of a boy's or girl's life is between fourteen and eighteen.

6595. Have you any inspectors under the Prevention of Cruelty to Children Act in Scotland?—Yes. We have a society in Glasgow with branches all over the country, even in such a small town as Kirkcaldy.

6596. Do they follow up tramp children at all?—They are taking a wider interest in connection with them now. Dr. William Mitchell of the Glasgow school board has been the pioneer in efforts to secure these children—the children of tinkers, and such like. Efforts have been made to get the assistance of Parliament towards that end.

6597. Do you not think that it would be a good thing if we could institute an identification of tramps, such as by finger-prints, so that you could prove whether a man has been up two or three times before a magistrate, and then give him a serious sentence?—Yes, any means whereby you can reform that man, or prevent others from following in his footsteps.

6598. (*Dr. Downes.*) Have you had any trouble in the spread of disease by tramps?—I have read of that.

6599. But in your own experience in Glasgow?—No, but from what I have seen of these tramps I say that they are bound to spread disease. At the time of the smallpox epidemic I placed an officer at the entrance to the relieving department to examine as far as he could every applicant who entered the building, and to see whether he showed any appearance of smallpox. If there was any doubt the applicant was taken before a medical officer. Concurrent with that, we had an officer—sometimes a man, sometimes a woman—with water and a towel and a sponge to take the dirt off the arm to see whether the person had ever been vaccinated. I am convinced that a great deal of disease, such as smallpox, is

carried by these people; indeed, I suppose, that that is an accepted fact. There are also the ravages of syphilis.

6600. Who regulates the common lodging-houses in Glasgow?—The sanitary inspector.

6601. Are there any municipal lodging-houses in Glasgow?—Yes, there are probably half a dozen.

6602. Are they doing anything to improve the common lodging-houses generally?—They have improved them. In the sanitary inspector's report which has just been published he indicates that four or five lodging-houses have been taken off the register, and one has been put on, and at present there are over 9,600 beds in these different lodging-houses.

6603. Are these under some special Act?—The Public Health Act.

6604. A general Act?—Yes, and the Glasgow Police Act as well.

6605. You have one free shelter in Glasgow; by whom is that provided?—The Night Asylum has been in existence since 1833. It was designed originally for the accommodation of workmen and their wives and families who were going from place to place to find work.

6606. Out of what funds was it provided?—By public subscription.

6607. And it has now come to be used for tramps?—Very much so.

6608. Have you any other free shelters besides that?—Within the last winter a free shelter has been opened by the Church Army, and also one by the Established Church of Scotland.

6609. Is there any free distribution of food?—Yes.

6610. Who gives that?—The Corporation.

6611. How long have they done that?—From 13th January to 25th February.

6612. What legalises that action?—The funds for the employment of the unemployed, which ran up to probably £14,000, were taken out of what is called the "Common Good." That is a fund peculiar to Royal Burghs in Scotland. It is composed of what we in Scotland call mortifications, estates that have fallen into a Royal Burgh, as for instance the Island of Shuna which was left for the general benefit of the University and Corporation of Glasgow. That goes into the common good. They have estates in Fifeshire and other places, and then so much comes from the tramway profits. Out of that common good they, in the first place, paid all the wages and outlays in connection with the unemployed and the soup kitchen tickets, and then it is divided between the statute labour for paving the streets, and so on. There is no statutory authority for this. I should like to mention that in connection with the soup kitchens I saw the men who partook of the soup; they are just the ordinary ins and outs, the tramp class, and not working men at all. We found one man backing another's line for a soup ticket. Some would not even go after they got the ticket.

6613. (*Chairman.*) You say that the people who are on the tramp in December are not the same as those who are on the tramp in June. Would not those on tramp in December be also on tramp in June?—No, I think they are a different class of people.

6614. (*Captain Eardley-Wilmot.*) What becomes of them in June?—The men who are on tramp in December are working in June. Take for instance the west of Scotland from Irvine down to Ballantrae; there would be thousands of these tramps lifting potatoes and that is the only time they work.

6615. (*Chairman.*) You mean that the hardy tramp who works in June will be tramping in December?—Yes.

6616. You take the total vagrant population in Scotland at much more than the one night count?—Yes, the one night count does not disclose the exact state of affairs.

6617. Do you get many English tramps up here?—Yes, a good many. The worst are the Irish tramps, or the Scottish tramps who are the offspring of the Irish immigrant of fifty years ago.

6618. (*Mr. Simpson.*) Do you get any foreigners?—Very few.

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6619. (*Chairman.*) You have been chief constable of Dundee for many years?—Yes. I have been chief constable for twenty-eight years.

6620. Dundee is a large town of 160,000 inhabitants?—Yes.

6621. Have you any local Acts with regard to vagrancy in Dundee?—We have a local Police Act containing provisions in regard to begging and vagrancy, and then we have the public general Statutes.

6622. What public general Statutes are there in Scotland which relate to begging?—There is the Burgh Police Act of 1892 which applies to all burghs except the five largest.

6623. Who have their own special Acts?—Yes. Then there is the Prevention of Crimes Act which incorporates section 4 of the Vagrancy Act, 1824.

6624. That is applicable to all Scotland?—Yes, it is the old English Statute made applicable to Scotland. Then there is the Trespass (Scotland) Act of 1865.

6625. That is an Act practically for putting down camping-out on land?—And occupying premises without the permission of the owner, dwelling-houses and out-houses either in town or country.

6626. (*Dr. Downes.*) Would sleeping on a staircase come under that?—Yes. Then there are the Industrial Schools Act and the Prevention of Cruelty to Children Act which have some clauses with regard to begging.

6627. (*Chairman.*) The administration of the law is very diverse all over Scotland?—Yes. The provisions of the Burgh Police Act do not apply to the counties. The counties have no statutory provision enabling them to deal with the offence of begging, unless it is masterful begging or exposing wounds and deformities as is provided for by the Act of 1824 which I have quoted.

6628. So that begging other than masterful begging is not dealt with as an offence?—No.

6629. In Dundee do you as a rule apprehend for begging?—Yes.

6630. And sleeping out?—We do, for contraventions of the Trespass Act—occupying premises without authority.

6631. Would that include sleeping on a staircase?—Yes. We have cases of that kind every now and again. I have here a statement of the cases we had last year of begging and vagrancy, showing how each case was disposed of.

6632. Who are the police authority in Dundee?—The town council.

6633. Are the magistrates appointed from members of the town council?—The magistrates are all members of the town council and are appointed by the town council. We have the Lord Provost and six magistrates. These six magistrates preside in the police court week about by turn. They have an arrangement among themselves.

6634. The town council are the police authority?—They are.

6635. Do they work through a watch committee?—There is a police committee, but they do not have the same powers as the watch committee in England.

6636. Have you any recourse to paid magistrates?—We have none except the sheriff of the county, who is also sheriff of the city and has jurisdiction both civil and criminal.

6637. Does he exercise any powers in regard to what we call petty sessions?—He does for the county, but not for the burgh. Under the Burgh Police Act, the magistrates are bound to remit cases of theft to the sheriff where the accused person has been twice previously convicted, and also cases of housebreaking, murder or other crimes of a serious or aggravated nature. These must go to the sheriff; they are detailed in section 459 of the Burgh Police Act. It is only aggravated cases that are sent to the sheriff.

6638. Take an offence like begging, what sort of sentence do your magistrates give?—They vary very much according to the circumstances. We had forty-three

prosecutions for begging in 1904, and about one half of that number were admonished (*see Appendix XVI.*).

6639. And let off?—Yes.

6640. The biggest sentence I can see is six weeks, and admonished afterwards?—That is continued for six weeks.

6641. Sentence delayed for six weeks?—Yes, they delayed pronouncing sentence for six weeks. At the end of the six weeks the individual is expected to come up, and in the meantime the police and the Salvation Army officer or the Prisoners' Aid Society officer report on how he has been behaving during these six weeks. If the reports are favourable, he is admonished, but if the reports are not favourable he is treated as if there had been no continuation.

6642. (*Mr. Simpson.*) Has he to find pledges during these six weeks?—No. A pledge is only used when there is a deposit of money or some article of value, but we can take bonds of caution.

6643. (*Chairman.*) In this list there are only two sentences over thirty days. It seems that most of the cases were dismissed and admonished. Do your magistrates have any common understanding as to what sentences they give for this class of case?—No, but they have alongside of them on the bench either the town clerk or one of his deputies as assessor to keep them right on points of law, and it is quite usual for them to consult with the legal assessor before pronouncing judgment. That is the only way in which we can have the sentences uniform.

6644. Suppose a man is sentenced to five or seven days, what gaol does he go to?—The prison of Dundee, which is next door to the court; it is just through the wall from the police cells.

6645. Does the day of conviction count as a day, and also the day of discharge?—The day of conviction counts as a day, but not the day of discharge.

6646. So five days really means five days?—Yes. As a rule, prisoners sentenced to five days are detained in prison till the morning of the sixth day.

6647. And seven days means seven days?—Yes.

6648. Here is a man who has had fifty-two convictions for drunkenness and theft—a worthless creature; he is not able-bodied and he is admonished?—The probability is the Prisoners' Aid Society undertook to get him taken to the poorhouse.

6649. Have you any means in the way of compulsion as to keeping a person in the poorhouse?—No.

6650. Would that be desirable?—Yes, very desirable.

6651. So that he should not be allowed to wander to his own hurt?—That is so. Some such power is very much required. There is a class of persons who go between the prison and the poorhouse.

6652. In your list there is the case of a man thirty-nine years old with twenty-four convictions for theft and assault—a lazy character; he is charged with begging and he gets ten days. What would you do with a man of that sort?—The police have no powers to deal with him until he commits a new offence.

6653. You can only deal with him when appearing for a particular crime?—Yes.

6654. You cannot deal with him as an individual in want of treatment?—No.

6655. You have handed in another list (*see Appendix XVI.*) which shows sixty-two convictions for vagrancy and contraventions of the Trespass Act?—Yes. One third were admonished. The great majority of these were old offenders.

6656. Loafers?—Yes.

6657. You are of opinion that these people should be compulsorily detained for some time?—Yes.

6658. The present way of dealing with them being thoroughly unsatisfactory?—Yes.

6659. A good many of them I see were fined 7s. 6d. or

three days imprisonment. Do they pay the fine?—Scarcely ever.

6660. I see one woman, "67th appearance, prostitution," was fined 7s. 6d. or three days?—We have been taking more drastic measures with drunken women of late under the new Licensing Act.

6661. You are of opinion generally that some further legislation is required for dealing with that class of case?—Yes.

6662. (*Dr. Downes.*) Are these mostly Dundee people?—A considerable number of them are strangers.

6663. (*Mr. Simpson.*) They are almost all Scotch?—Yes. A good many Irish names appear among them, but these are only the names of persons of Irish parentage. There was a great Irish immigration to Dundee some fifty years ago.

6664. (*Chairman.*) In your statement you refer to a night refuge for homeless persons. That was intended for persons travelling through Dundee?—Yes.

6665. A considerable number are said to be *bona fide* searchers for work?—Yes.

6666. That night refuge works with the Prisoners' Aid Society?—Yes, in fact the superintendent of the night refuge is also agent for the Prisoners' Aid Society.

6667. There is apparently no qualification for admission except that you must not be drunk?—And you must be destitute.

6668. Are the persons searched?—I don't think so.

6669. The numbers relieved are quite considerable?—Yes, although the number per night is not very large; it is only about twenty-five.

6670. Is that place ever quite full?—Yes, it has been full of late. There are some new water works being made at Arbroath, about sixteen miles from Dundee, and there are also new tramway lines about to be made between Dundee and Monifieth.

6671. Other than that night refuge, are there any means of dealing with the homeless wayfarers?—No, the only places to which they can go are the common lodging-houses, and they must be able to pay their way there.

6672. What is the charge at the common lodging-houses?—4d. per night.

6673. Are those houses inspected?—Yes, by the sanitary officers.

6674. Have the police anything to do with them?—No, but the police have the power of entry.

6675. Do you ever get applicants at the police station for a night's lodging?—Very seldom now, but before that institution was opened, they all came to us, and they were supplied with tickets to give them a night's lodging at these common lodging-houses.

6676. That is twenty years ago?—Yes.

6677. Do you know if a considerable number of tickets of that sort were given?—Yes, a very considerable number.

6678. More than the numbers now in the night refuge?—I should say about the same number.

6679. Do you think that is sufficient provision in the town for homeless vagrants or wanderers?—I think it is sufficient. The accommodation is not of a very attractive kind. They have to sleep on the bare board with a rug to cover them. If they were made more comfortable I am afraid that the numbers would increase very considerably.

6680. If it was a municipal institution do you think the numbers would increase?—I scarcely think so.

6681. That is the usual tendency?—The common lodging-houses in Dundee are all run by private individuals. We have no corporation lodging-houses. This night refuge is a purely charitable institution.

6682. Would you be in favour of having municipal lodging-houses?—I have an idea that municipal lodging-houses would be preferable to private lodging-houses, because the object of the keeper of a private lodging-house is to make money off his customers, whereas if it was a corporation lodging-house, it would be partly the duty of the superintendent to try and find work for the customers and to get young persons and others restored

to friends and benefactors; in fact to elevate them to a higher plane than being inmates of such lodging-houses, and thus lessen the number.

6683. In dealing with this class of homeless wanderers do you find that the police come in contact with the parish authorities in any way?—We have frequent communication with the parish authorities, but it is of the most cordial kind.

6684. In what sort of case?—Cases of the infirm. Of course able-bodied persons are not entitled to parish relief in Scotland. We come into contact with the parish authorities in connection with aged or young persons, or persons who are not able-bodied, and we have found them always ready to co-operate with us.

6685. There would be the case of a person who was begging and who was not able-bodied?—Yes, and not a fit subject for prison.

6686. In such a case you communicate with the inspector of poor?—Yes.

6687. And he gives them admission to the poorhouse?—Yes. They won't go to the poorhouse if they can keep out at all, and there is no power to keep them there against their will.

6688. Some people think that there should be power of detaining them?—Yes, I think there ought to be some such power.

6689. Power to detain a certain sort of case?—Yes, these people who are in the habit of going between the prison and the poorhouse, and going about begging. As a rule they are dissipated.

6690. In your opinion, a further step should be taken in making special provision for this class in the shape of colonies?—Yes, but not specially for this class; it would be for habitual offenders. I have a list of 148 individuals who have been upwards of twenty times before the police magistrate.

6691. For small offences?—All sorts of offences, but not real criminals—begging, importuning, etc.

6692. Vagrancy and cognate offences?—Yes. I had the particulars in regard to each individual, whether able-bodied or not, and I asked my superintendents, who had a personal knowledge of these individuals, to indicate to me what would be the proper way to deal with these persons in their view, having indicated my own view that the able-bodied should be sent to work on farm colonies, that the habitual drunkards should be sent to inebriate reformatories, that the abandoned women should be sent to Magdalene institutions, and the aged or infirm to the poorhouses.

6693. With compulsory confinement in each case?—On indeterminate sentences.

6694. What do you mean by that?—They would be sent, say, to a colony and liberated when the directors of that colony consider that they had improved morally and physically, sufficiently to enable them to go at large to earn an honest livelihood, and be likely to continue to do so.

6695. The procedure in the first instance would be that they would be sent to one of these institutions by the judicial authority?—Yes.

6696. And having been sent there they would not be entitled to discharge themselves unless the administrative authority consented?—Yes. And they would not consent unless they were of opinion that the inmate could earn his own living. But in addition to the farm colony something is required. I may mention that in Scotland we have persons committed during His Majesty's pleasure for very serious crimes when it is found that they are insane and not responsible for their actions. A good many of these people improve while in prison; they improve to such an extent that the prison authority licenses such persons for liberty on getting a guarantee from two responsible persons that they will look after them and report if there is a lapse or any appearance of anything of that kind. Now something of that sort would be required with a farm colony. It would be quite a mistake to send people to a farm colony or any of these institutions that I have indicated for a specified period if they are just to be allowed out and to do for themselves, because however firm their resolutions may be in the farm colony, they will on obtaining their liberty gravitate towards their

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former haunts and associates if left to themselves and their own resources, and will be almost certain to fall again.

6697. You are not very hopeful?—No, not if they get back to their old haunts, to the slums. It is impossible that they can keep right there.

6698. When you say "farm colony" you mean farm or labour colony?—Yes, quite so.

6699. It would be rather a costly matter to detain these persons?—I do not think so, because these people are able-bodied and able to work. Of course, I am not competent to go into all these matters.

6700. But it would necessitate some expense, and a good deal of trouble?—But the prison would be rid of all these persons.

6701. Do you think that the evil is so great as to justify the local authorities or the State undertaking the expense of these institutions?—Yes. I think our present system is absolutely wrong. The people are having harm done to them by being sent to prison for two or three days.

6702. And it costs something?—Yes. In 1903, the average cost per prisoner in local prisons in Scotland was £20 10s. 10d., in Perth general lunatic department and State inebriate reformatory, £29 1s. 4d., and in Peterhead general convict prison, £44 10s. 5d.

6703. In Dundee you are fortunate in the fact that your prison is next door to the court?—Yes. The £20 10s. 10d. is the average cost in all the prisons in Scotland except the prisons at Perth and Peterhead I mentioned.

6704. (*Mr. Simpson.*) Do you know whether that £20 10s. 10d. includes the cost of taking the prisoner to the prison?—It includes that.

6705. The police do not pay the cost of taking the prisoner to the prison?—No, the prison authorities recoup the police for doing it.

6706. (*Chairman.*) Do you think that short sentences are a deterrent?—Not to any extent.

6707. Does a man mind going to prison?—Not an habitual offender. Of course, a person who is going to prison for the first time does not like it, and it may have some effect on him for the first time.

6708. Do persons deliberately commit offences to get into prison?—Very seldom. I have known of a starving man breaking a window for the purpose of getting into prison.

6709. (*Captain Eardley-Wilmot.*) You have heard of people saying that they prefer the prison?—Yes.

6710. (*Mr. Simpson.*) Do you have any able-bodied vagrants applying at your police stations for shelter in Dundee?—Very seldom, because it has become so well known that there is a night refuge, and we do not keep such persons over-night at our police offices. We hold that the police cells are for prisoners, and not for the accommodation of destitute persons. In fact we have not got the accommodation; it is restricted enough for prisoners.

6711. Did you give them orders for admission to common lodging-houses?—Yes.

6712. Who paid for that?—The town council.

6713. Out of police funds?—Yes.

6714. Do you do that now?—No, there is no necessity for it with this institution.

6715. So really the police were an agency for distributing what we might call charity?—Yes, the police authority, whether they had that power or not, took that course.

6716. Because the Poor Law did not recognise these persons as subjects for relief?—No, it did not recognise the able-bodied.

6717. Every year you send to the inspector of constabulary a return of vagrants which is published in his annual report?—Yes.

6718. How is the count taken: where do you go to take the count?—We go to the night asylum, to the prison, to the lodging-houses, and to the public parks. We go all over the place.

6719. In the prisons do you take the opinion of the

governor as to whether a certain man is a vagrant or not?—Yes.

6720. He estimates what proportion belongs to the vagrant class?—Yes.

6721. In lodging-houses how do you get at the proportion of those to be called vagrants?—It is left very much to the discretion of the officers. We have people living in the lodging-houses for a very considerable period and we do not look on these as vagrants. We consider as vagrants those people who go about from town to town.

6722. At the lodging-house does the keeper ask a man where he comes from?—Yes, if he does not know the individual.

6723. And does he enter the information in a book?—No, I do not think so. Of course you cannot call this return absolutely accurate.

6724. Do you suppose that it varies in different parts of the country?—I think that the same system is adopted throughout the country.

6725. It is not only inmates of a particular institution that you count, but you go wherever you think you may find a vagrant?—Yes.

6726. (*Dr. Downes.*) Would it include men sleeping in farmers' lofts and such like places?—Yes, if they are found.

6727. (*Chairman.*) Do you think that the number in June or December represents the number of vagrants in Scotland, or do you think that the two numbers should be added together?—I think there are a great many in June who are not here in December, but then there are some that will be counted twice over.

6728. It has been suggested that a good many people who tramp in winter are working in summer?—That is so.

6729. So the numbers would be greater than they appear in this return?—Yes. I suppose you are aware of the inquiry made by the Scottish Committee in 1895.

6730. Yes, I have the Report with your evidence contained in it?—The information in that Report applies no doubt very much at the present time.

6731. (*Mr. Simpson.*) There has been no particular change in circumstances since 1895?—This matter of farm colonies has come more under notice. I hand in a return which I got from the Superintendent of Judicial Statistics as to offences against the Vagrancy and Trespass Acts (*see Appendix XVI.*). It is rather a valuable return.

6732. There is one thing which is perhaps rather remotely connected with the subject about which we are inquiring. You are procurator-fiscal for Dundee?—Yes.

6733. You decide who is to be prosecuted, and you conduct the prosecutions?—Yes.

6734. Is that usual?—It is usual in the smaller burghs. It was usual in the larger burghs up till twenty years ago, but the system has been changed in the larger cities.

6735. They have separate procurators-fiscal now?—Yes.

6736. Where there is a separate procurator-fiscal and the police arrest a man for begging, they have to go to the fiscal to bring him before the magistrate?—They are required to supply the fiscal with information to enable him to make out his charge.

6737. (*Captain Eardley-Wilmot.*) The police cannot make a charge direct?—It must be through the fiscal. The "burgh prosecutor" is the name in burghs. Of course where parties are apprehended, the subordinate officers prepare the complaint, and everything is cut and dried when I come into my office in the morning. Half an hour before the court meets is enough to enable me to see how the cases stand. In regard to offences where the individual is not apprehended, there is written information laid before me in every case, and there is not an individual cited to appear before the magistrate until I mark on that information whether or not the case is to be brought up. Of course the complaint requires to be signed by me; but I give my instructions and everything is done to see that the case is relevant. In regard to juvenile delinquency, I use very

considerable discretion in the way of not bringing children before the court, and, being chief of the police and prosecutor, I am enabled to use a discretion which I could not use as chief of the police alone. We get the parents and the children, and we give them a private warning instead of bringing them before the magistrate.

6738. In your statement of evidence you draw attention to farm colonies that have been started, one at Locharrow and another by the Church of Scotland?—Yes.

6739. Both of these are purely philanthropic?—Yes.

6740. They do not deal with the vagrant—who is the nuisance—so much as the *bona fide* unemployed man?—They do not.

6741. So they would not be altogether models for a labour colony to which the criminal tramp would be sent?—I do not think so.

6742. The discipline would require to be stricter and the supervision more rigid?—Yes.

6743. (Captain Showers.) Do your police act as relieving officers?—No.

6744. Then they would have nothing to do with regard to the searching of tramps?—No; but of course if these persons are apprehended on any charge they are searched.

6745. They do not have anything to do with the tramps?—Not unless they commit some crime or offence.

6746. Do you think it would be a good thing if you had some means of identification of tramps, such as by finger-prints?—I scarcely think that it would be necessary.

6747. You do not have a sufficient number of tramps in Scotland to justify taking that trouble?—I do not think so.

6748. (Dr. Downes.) I see that you state that the number of convictions under the Vagrancy and Trespass Acts has increased of late years?—Yes.

6749. Can you account for that in any way?—The increase takes place chiefly in dull times. We have had a period of dull trade for the last year at all events.

6750. Is it commensurate with the increase of vagrancy?—I do not think the increase is very marked, except when there is dull trade.

6751. The return indicates that convictions of late years have become more numerous?—Yes, they are tending upwards.

6752. That is in Scotland?—Yes.

6753. Is food ever given by the police to destitute cases that are lodged by them?—The police do not lodge such cases.

6754. But if a man commits an offence, would he then be fed by the police?—Yes. They get rolls and milk, and sometimes coffee if there is a woman and a child.

6755. Out of what fund does that come?—The police fund.

6756. Have you any returns of deaths from starvation in Scotland?—We seldom hear of such cases, but they do occur sometimes.

6757. What would be the procedure in the event of a death occurring from starvation; what inquiry would you make?—The procurator-fiscal for the sheriff's court makes investigation into all cases of sudden death. I can scarcely conceive of anyone dying of starvation in Scotland if he has made his wants known, but there are extreme cases where a person may die of starvation in consequence of his not having made his poverty known.

6758. There is machinery for inquiry into such cases?—Yes.

6759. (Chairman.) The persons who die of starvation are mostly cases of outdoor relief?—I never heard of such a case.

6760. (Dr. Downes.) Who, in your opinion, should manage the farm colonies?—My idea is that the farm colonies ought to be provided by the State. My reason for saying so is this: in 1877 the prisons in Scotland were taken over by the Government and the local authorities were relieved of that expense; but in the Act it was provided that in the event of any local authority not having sufficient accommodation for the prisoners that they had at that time, they were bound to pay £120 in respect of each prisoner belonging to the Prison Authority for whom cell accommodation was not provided when the Act came into operation. In the county of Forfar, in which Dundee is situated, the local authorities had to pay over to the Government £3,750 in respect of deficient accommodation. The total amount so paid by local authorities in Scotland was £34,139 16s. 0d. Now if farm colonies are established they will accommodate the persons who are now being sent to prison. It is the same class of individuals. I therefore think it would be just that the Government should undertake the cost.

6761. And they should administer?—I think so.

6762. (Chairman.) The class of case you are talking about would probably be extremely troublesome in prison, just as it is out of prison?—I do not think that such cases would prove very troublesome.

6763. The removal of such cases to farm colonies would make the prison administration easier?—Yes, in fact the prison would be left chiefly to the hardened criminals, men and women who have made up their minds to earn their livelihood by a course of crime.

Captain HARDY McHARDY, R.N., called; and Examined.

6764. (Chairman.) You are chief constable of Ayrshire?—Yes.

6765. Ayrshire is a county where there is a special organisation for dealing with vagrants?—We did establish an organisation in 1885, and have carried it on since, but it has lapsed into being very little used, as the return I hand in will show (see Appendix XVI.). It is still useful, however. It consumes nothing; it costs nothing to keep up, and those who find it useful get the benefit of it.

6766. It was a system of giving tickets for shelter and food to vagrants?—Yes.

6767. The tickets were bought from a charitable society by subscribers?—They were bought by any of the public.

6768. The theory was that you should give them to vagrants instead of giving alms?—Yes. If anybody was applied to by a wayfarer who he thought should be relieved, then he would give the relief by the system of this society—that is to say, by giving a lodging ticket in the case of shelter being required, such ticket only being negotiable through the police.

6769. What do you mean by “through the police”?—The vagrant would have to present that lodging ticket at the police office, to be exchanged there for an order on a lodging-house.

6770. Were those lodging tickets popular?—Yes; they are a great convenience. The difficulty that has been found in working the system is that such a limited number provide themselves with tickets, and it gets passed round among the wayfarers where they can get the tickets, with the result that an inconvenient number apply to the same house. That disturbs the servants and the whole arrangement of the house, and it is given up because of the nuisance.

6771. Is that the reason why the system is not so extensive as it was?—I think that has a great deal to do with it. At first when it was started the police called upon householders, giving them an opportunity of providing themselves with the tickets of the society, but after the existence of the system had become generally known I did not think it was justifiable for the police to continue this, as they might be thought to be too importuning in troubling the public to provide themselves with these tickets. I may say that I have tickets in my pocket just now. For the last twenty years I have carried the tickets, and yet I do not give any appreciable number away. I see that the counter-foil of the first ticket shows that it was given away on 8th November last, and only three tickets have been given away since, the last of them being on the 12th of this month.

Mr. David Dewar.

25 May 1905.

Captain Hardy McHardy.

25 May 1905.

*Captain
Hardy
McHardy.*

25 May 1905.

6772. Those are all the people who have begged from you?—No, it is only those of the people who have begged from me that I have not liked to refuse to assist.

6773. I suppose vagrants are much keener to get tickets for lodging-houses than tickets for food?—Yes, with the tickets for food the most they can get is twopence worth of bread. They can get a pennyworth with each ticket, but they cannot negotiate more than two tickets with the baker. The lodging-house ticket may be as good as fivepence or sixpence.

6774. Anybody can get a lodging if he has money in his pocket?—It is in their discretion whether they present to the police for exchange the lodging ticket given by the public.

6775. Would the police search a man who came asking for an order?—Not unless the circumstances justified it. There have been cases in which money amounting to upwards of a pound has been found on a man, and there have been instances of people coming to the police station who have been seen putting something down outside, and it has been found that it was money.

6776. Of course you must have occasional cases of abuse of any such system as this?—That is so; but the negotiation of the ticket at the police office is a check, and the constabulary record the reasons for refusing a ticket, and the public are informed with regard to the tickets that they distribute that they can learn at any time at the police office how many tickets have been presented and with what result. The number that have been refused and the occasion for refusing them is always recorded.

6777. I think you had two forms of tickets?—There was a strong feeling among some after getting up from a good square meal themselves that they did not like to give away to a destitute wayfarer only tickets for twopence worth of bread, and for that reason we started, experimentally for negotiation in Ayr only, a ticket that would give food to the value of 2½d. at the coffee house or the baker's shop. It was arranged that with it the wayfarer should get bread and cheese, or bread and soup, or tea and bread and butter. That has been continued in Ayr, but it is found that it destroys the objects of the society, as even a little more generous relief like that attracts the wayfarer to the district.

6778. Your experience is that a very small amount given for nothing is sufficient to attract tramps from a distance round?—Yes, it is astonishing what a very little will attract them. We, perhaps more than other districts, challenge the tramps in Ayrshire. From 20,000 to over 30,000 are challenged by the constabulary in the twelve months, and certain particulars taken regarding them are rendered weekly. A large increase in the number of tramps was noticed in one constable's beat, which it was found was merely due to the opening of a soup kitchen by a charitable lady there.

6779. What do you mean by "challenge"?—I issued the following order to the Ayrshire constabulary in July, 1886:—"Strict attention must be given by the constables to keeping a record of all vagrants who pass through each constabulary area, and the utmost care must be taken in noting the descriptive details required in the weekly vagrant returns, especially recording any particulars that may subsequently assist in tracing and identifying them. Enquiries addressed to such people must be made civilly, and in such a manner as to give no cause for any feeling of annoyance, and it cannot be too clearly and generally understood by those interrogated that the supervision thus exercised may prove very useful to themselves, as it tends to guard the well-conducted and law-abiding of this class from unfounded and unjust charges or suspicion. The constabulary should endeavour to obtain the fullest information regarding those who have the appearance of habitual vagrants or tramps; and whilst they are to carefully guard against undue interference with or any oppression of these people, the constables should make them clearly understand that their movements are under police supervision; and the constabulary must deal very stringently with any oppressive behaviour or misconduct on the part of such people."

6780. That is what you call "challenge"?—Yes, it is the Government Inspector's term in regard to those that the police have stopped and interviewed and taken particulars of.

6781. To go back to that question of free shelter: I see one case where the police refused to give an order to a street musician who was the worse for drink and had 1s. 6d. in his possession?—Yes.

6782. Another man had good clothes on, and it was found that he was wanted in Wigtonshire. Is that a sort of illustration of what happens?—Yes. There are not a great many. I think there are about 20 cases altogether in the twenty years that the society has existed in which the police have recognised a man, when he has appeared at the police office with a lodging ticket for exchange as a man wanted by the police.

6783. Here is another man recognised as wanted for a crime committed in 1871. When the police challenge, do they ever apprehend a man for begging?—It is not an offence to beg in the rural districts in Scotland. It is an offence under the Burgh Police Act, but in Scotland there is no legally provided relief for able-bodied men or their dependants. It has been suggested by the Departmental Committee, presided over by Sir Charles Cameron, that the clause in the Burgh Police Act which makes simple begging an offence should be extended to apply throughout Scotland.

6784. There is the Crimes Prevention Act of 1871?—That has very valuable provisions for dealing with certain aggravations of begging. Exposing wounds or deformities is one of its provisions, but it does not deal with simple begging.

6785. "Masterful begging" is a phrase that is used?—Yes.

6786. It means using threats?—Unfortunately we cannot touch a man begging who when refused assistance uses abusive language, but whose conduct may not justify a charge of breach of the peace.

6787. (*Captain Eardley-Wilmot.*) Is there a legal definition of masterful begging?—No, it is an old Scottish term.

6788. (*Chairman.*) It was used by several witnesses before Sir Charles Cameron's Committee?—It refers to a professional vagrant, a fellow who is abusive when he does not get what he wants.

6789. Would it apply to a man who, having been refused alms, then and there began to curse the refuser?—Here is an instance in which the law in Scotland did not touch the offender. The accused was brought before the sheriff court on a charge of a breach of the peace, but as he pleaded "Not guilty" the trial was adjourned till the next day, when the case went to proof. The evidence showed that the accused called at the house of a Mrs. H—Alloway, Ayr, and having been refused assistance, cursed and swore at her, and used very filthy and indecent expressions towards her, and conducted himself in a very disorderly manner for about ten minutes. No person was present except Mrs. H. and a farm servant, but a man who was working at a considerable distance from the house spoke to hearing the disturbance. The sheriff—the late sheriff William Orr Paterson—characterised the accused's conduct as disgraceful, but found the charge not proven, stating from the bench in giving his decision that—"After consulting authorities no charge of the breach of the peace can be established where a crowd has not been collected nor a person alarmed; without the use of threats or menaces the mere use of insulting or abusive language not constituting a breach of the peace."

6790. Had the sheriff the Prevention of Crimes Act in his mind at that time?—Yes. We put that very much in use in Ayrshire, and have done so ever since it was passed in 1871.

6791. Then what as to sleeping out?—The Trespass (Scotland) Act enables you to deal with any offenders who are sleeping out without permission.

6792. (*Captain Eardley-Wilmot.*) On the public road?—No, not on the public road.

6793. (*Chairman.*) Do you, as a matter of fact, make use of that power?—Yes, very greatly.

6794. Are exposure and sleeping out the two ways in which the police are brought into contact with the begging class?—Yes, it is entirely that in the rural districts, the Prevention of Crimes Act (the section that extended the English vagrancy clause to Scotland) and the

Trespass (Scotland) Act. Last year we dealt with 271 persons under the Trespass Act for sleeping out without permission, in barns and such places.

6795. Do you in any case give shelter or food relief to vagrants?—Never, except through the system I have described, but a good many of the constabulary buy tickets to deal with them.

6796. Do you mean that the constables buy tickets to give to vagrants?—Yes, the constables themselves.

6797. Supposing a man were to come to the police station and say "I am destitute; I want shelter," but he had not a ticket, what would you do?—We have no authority to use the police station for shelter. It is prohibited in Ayrshire.

6798. It is the practice in some places in Scotland to give shelter at the police station?—I am aware of that.

6799. But in Ayrshire you do not do it?—No, it is not authorised to use a police station for that purpose.

6800. Are there any other modes of relief in Ayrshire?—No.

6801. Do you consider that a number of these people are *bona fide* searchers for work?—A large number of them are really in search of work; they are an undesirable class of workmen, but there is no doubt they are searching for work.

6802. They work for a certain number of months in the year?—They don't work regularly. They hate the discipline of being obliged to turn to every day, and as soon as they have got a shilling or two to spend they move on, and when that is gone they again seek employment.

6803. Have you anything to do with the parochial authorities with regard to relief?—No, except that some of the inspectors of poor find it useful to use our mendicity society's system, when they want to give shelter or relief to a wayfarer who is not able-bodied. A certain number of them provide themselves with the society's tickets for dealing with those cases, but they do not assist the able-bodied. It is exceptional for them to deal with the casual tramp.

6804. Do you think that the number of vagrants is diminishing in Ayrshire?—It is very varying. It has increased since the war was over, but it decreased during the years of the war. It increases when there is a dulness or stagnancy in trade. It is increasing just now as there is a considerable difficulty in getting work in Ayrshire, but until last year there has for some years been abundance of work for all who are really employable and willing to work.

6805. Have you many English tramps in your county?—Rather less than half are English and Irish, and most of these are Irish. Of 220 found within Ayrshire on the night in 1904 that a census of vagrants, tramps, etc., was taken, 116 were Scottish, 75 were Irish, 28 were English, and 1 was a foreigner.

6806. When they are going north, where are they going to, or where do they say they are going to?—To large railway works, drainage works, or water schemes, which employ a number of navvies. These will bring a number through to the district. We have had a great deal of that sort of work going on in Ayrshire under the new Public Health Act, in introducing water and drainage, and making new railways and other works.

6807. We are told that that class do not do the work, but hang on to the navvies that do the work?—There is a certain amount of that; but of the men who do the work, it is exceptional for a man to stay on for any length of time.

6808. Are you in favour of any public provision being made for the relief of vagrants, such as the vagrant wards that we have in England?—I would not like to see the same system in Scotland as you have in England. I understand that in England any man who is destitute may claim relief and claim to be assisted, no matter how much he is to blame. There are some sad cases in Scotland of men not being able to get work, and being in great need, and therefore obliged to beg. I do not think that it would be reasonable to make simple begging an offence in Scotland without some provision for assisting an able-bodied man or his dependants if he was in real need and deserving of assistance.

6809. Having that provision in Scotland you would probably be of opinion that the man who insisted on wandering might fairly be treated with some severity?—Most certainly.

6810. In your view it makes a great difference whether an able-bodied man is to get relief under any circumstances or not; it makes a great difference in the way you treat the habitual vagrant?—Yes.

6811. (*Mr. Simpson.*) You make returns twice a year of the number of vagrants in the county?—Yes.

6812. How do you take that count: where do you go to find your vagrants?—I think in Ayrshire we take the count more completely than in most districts, and the consequence is that it appears that Ayrshire has a large number of vagrants.

6813. I gather that you go into lodging-houses to find how many vagrants there are there?—I really think that we get every vagrant there is in the county. Before the census is taken the constabulary distribute a supplementary form among those in the habit of giving accommodation to vagrants, and if the constables cannot visit that place themselves on that night they ask these people if they will be good enough to obtain the required information from those that they give shelter to. I think that in consequence Ayrshire shows a considerably larger number than would be shown in other districts in which there might be as many or more.

6814. I see in the return for the 26th June, 1904, there are eleven entered, and of these five are noted as probably being professional vagrants, and the other six as being either *bona fide* in search of work or reduced to vagrancy for a time. Is that a fair sample of the whole number?—If you look at the next return you will see that the whole of the men are given as in search of work. That return happens to be the weekly vagrant return by a constable in whose district there is navvy work going on.

6815. Do you think there is a very substantial proportion of *bona fide* working men tramping through Ayrshire?—Yes, but a great many of them are a very undesirable class of working men. I mean to say, that they are unsteady workers, and have probably lost the employment that they had through their own misconduct.

6816. And probably another month or two on the road would make them still worse?—Yes.

6817. Very many of them have nearly reached the stage of professional vagrancy?—Yes.

6818. (*Captain Showers.*) Do your police act as relieving officers in any way?—No.

6819. We heard this morning that able-bodied men are given no relief whatever. What becomes of them supposing they arrive at a country place at night; do they sleep out?—Yes.

6820. Do you have any bother with such men?—The 271 that we dealt with last year under the Trespass Act were all sleeping out without permission.

6821. (*Mr. Simpson.*) Under the Trespass (Scotland) Act of 1865?—Yes.

6822. (*Captain Showers.*) Do you give pedlars' certificates?—Yes.

6823. Do you find them often used as a means of begging?—A certificate ought not to be given to every applicant; there ought to be some discrimination shown. You were able to do that when the pedlar's certificate was only available in the police district in which it was granted, or for which it had been endorsed; but some years ago, at the instance, I believe, of Mr. Chamberlain, the certificates granted were made available for the whole kingdom, and so if there is a slack district in the issue of these certificates they can go to that district to get their certificate and then use it in a district where either "grant," or under the old system, "indorsation," would have been refused.

6824. As a rule you do not grant a certificate to a pedlar unless something is known about him?—The Act requires that the person shall have been one month resident and have a certificate of good conduct. I refused one yesterday to a woman, although trustworthy people had certified her character and her residence for one month. Her husband was an often-convicted thief. I hesitated to grant a certificate to the woman on account of her con-

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nection with her husband, and then I found she was not a woman who should receive a certificate. That person may obtain a certificate in another district, and ply her calling in Ayrshire.

6825. On the pedlars' certificates there is a description of the person to whom you issue the certificate?—Yes.

6826. There is information about his hair and eyes and so on?—Yes.

6827. That would be a means of identification of the person?—Yes.

6828. Do you think it would be a good thing if there was some means of identifying tramps who have been prosecuted a number of times; they are taken up, say, in Edinburgh, and then they travel to you in Ayrshire, and you do not know of their previous conviction?—That is so.

6829. Would it not be a good thing to have some means of identification such as by finger-prints?—It would be invaluable, and I am hoping that the finger-print system may enable something like that to be worked.

6830. As regards the children of tramps, is any action taken in your county by the Society for the Prevention of Cruelty to Children?—The Society is very thoroughly worked in the county of Ayr, and notice is at once taken of any case of children of tramps who happen to be in circumstances coming within the Prevention of Cruelty to Children Act.

6831. Would you suggest that the children should be taken away from these regular tramps and properly brought up?—I am afraid there would be a tremendous number to be taken charge of, and that not a few of the parents would be glad to be relieved of their children.

6832. But it would be very much better for the children?—No doubt.

6833. And it would also decrease vagrancy in the end by taking from those children the chance of going on to the road?—I do not know that the able-bodied vagrants that one meets with have been generated in that way. I think they are more often broken-down workmen.

6834. (Dr. Downes.) I believe the Local Government (Scotland) Act of 1899 gave power to county councils to make bye-laws for the prevention of vagrancy?—Yes.

6835. Bye-laws on the subject have been framed in certain counties?—There has been a difficulty with regard to the bye-laws that were first made in Midlothian. They were declared on appeal to be *ultra vires*. I am not aware of any bye-laws being made since then.

6836. The information I have is that bye-laws were framed in twenty counties but not in eleven. They were enforced and were found of service, but, unfortunately, in consequence of a decision in Midlothian, they have been left in abeyance and no further bye-laws have been framed?—We have made bye-laws dealing with betting on the streets which have been very effective. These are for putting down betting, but they do not extend to anything else.

6837. What was the general nature of the other bye-laws?—The bye-laws that were declared to be *ultra vires* dealt with indecent advertisements. The county of Midlothian tried by its bye-law to prohibit objectionable advertisements bordering on the indecent being put up in certain public places.

6838. Were there any other bye-laws which have been held to be *ultra vires*?—That is the only one I know of.

6839. Are there any bye-laws in force in your county?—None but that relating to betting.

6840. In the Report of Sir Charles Cameron's Committee there is a recommendation that the police authorities should be empowered to grant temporary relief to the extent of a night's lodging, and that they should also have power to exact, if they thought fit, a labour equivalent from those able to work. I should like to have your opinion on that?—I take it that that was thought necessary because of the recommendation they made that the vagrancy clauses of the Burgh Police Act should be extended to counties. I thought that accounted for the desire to make some provision for the able-bodied vagrant getting relief otherwise than by begging from the public.

6841. You mean, to meet cases of hardship?—Yes.

6842. Do you think that provision would be liable to abuse?—Personally, I do not like the responsibility being put on the police. Some people may find fault with the police for being too hard in refusing relief, and there are sure to be others taking the view that they are too free in giving relief.

6843. Your own view would not be entirely in favour of vagrants being handed over to the police?—No.

6844. Have you considered the way-ticket system which is in vogue in certain parts of England?—When I established this society in Ayrshire, I made inquiry as to the system in Gloucestershire. It seemed to me that our system, which is really the Dorsetshire system, was the most suitable. In fact I cannot see any harm that is done by this system; it gives only twopence worth of bread in the same place, and there are sixty-five places in Ayrshire where they can present the bread tickets and get the bread. That provides that they can get the bread about every five miles. They cannot get a second supply of bread in the same place within a week unless their ticket is endorsed by the constabulary. The object of providing for this endorsement is that a man with a legitimate reason for staying on in the place—such as, that on a Friday he is promised a job on the Monday following—would not be restricted to the negotiation of only two tickets; but of the tickets that he might have obtained from the public, the police would endorse the number required for his sustenance until he was in funds. Without endorsement of his tickets by the police, the man with forty tickets could only negotiate two tickets in the same place, but on his journey through Ayrshire he could negotiate two tickets at about each five miles travelled.

6845. Has any attempt been made to introduce anything of the nature of way-tickets in any part of Scotland?—No.

6846. (Chairman.) Do you think that your system is an encouragement to the vagrant in any way; should it not be supplemented with some form of repression?—I think the having to exchange the ticket at the police-office in the case of the lodging ticket which brings the man into contact with the police is effective, as the police have the discretionary power to refuse to exchange the ticket for an order on a lodging-house.

6847. Well, here is a case of a man getting food and possibly a night's shelter: do you not think that in that case begging should be made an offence?—Yes, that would be quite proper.

6848. Provided your society goes on?—Yes.

6849. Where do the men eat the food that is given to them; do they take it with them?—They may take it to the lodging-house or elsewhere.

6850. Do you find that they actually consume it themselves; we have a good deal of evidence that the men throw the food over the hedge?—That is what this system is intended to avoid. I once attended a meeting in Largs with a view to getting the public to use this system. The provost was in the chair. I had said that it was a very common practice for the vagrant to sell his food that he had got at different places, or to throw it away, and the provost, who was a butcher, said, "I had that very experience this morning. A woman came with a cloak on. She threw her cloak aside and asked if I kept a pony—would I have this food that she had gathered and give her fourpence for it."

6851. That is not very encouraging, is it?—No.

6852. (Captain Eardley-Wilmot.) Was that food obtained on tickets?—No.

6853. (Chairman.) You have paid a great deal of attention to tramps; you have considered them from the police point of view and from the relief point of view, and I suppose you have known about tramps all your life. Do you consider the evil so great that the State would be justified in undertaking the expense of fresh institutions such as labour colonies in order to deal with it?—I am quite sure it wants dealing with.

6854. Does it want dealing with because it is a nuisance or danger to the public or a police evil, or because the present system has no relation to the actual needs of the tramp himself; are you looking at it from the tramp's

point of view or from the point of view of the common welfare?—It is the poorer class that are most taxed by these worthless and professional vagrants. It is there they make the greatest harvest.

6855. You think that the evil is so great that the State should take further steps if possible to repress it and to deal with the tramp in some other way?—Yes.

6856. Dealing with the tramp in any of the suggested ways would mean considerable trouble and expense; do you think that the evil is so great as to justify that trouble and expense?—No; I would rather favour some system that would penalise these professional vagrants. A question was asked about the application of the system

of finger-prints for the identification of those convicted of vagrancy. I am hopeful that this worked out might enable, after a number of convictions, the incorrigible of this class to be effectively dealt with.

6857. When you get your accumulation of convictions you think that you would be justified then in detaining a man for a long time?—I think something should be done to deter him from resuming his old practice, but I am not prepared to say exactly whether it should be by a long term of imprisonment or not.

6858. In your opinion there is a considerable evil however, and you think it is so considerable that it ought to be dealt with?—Yes.

Captain H. J. DESPARD, called; and Examined.

6859. (Chairman.) You are chief constable of Lanarkshire?—Yes, I have been chief constable of Lanarkshire for nine years. I was also a chief constable in England.

6860. Where?—In Dewsbury, Yorkshire.

6861. Lanarkshire is an industrial county?—Almost entirely. The middle and lower wards are industrial while the upper ward is agricultural.

6862. It is all under the same police administration?—Not quite. Leaving out Glasgow, which is a county itself, Hamilton, Partick, Coatbridge, Airdrie, Kinning Park, and Govan are all under separate police administration.

6863. What is the difference between the burgh and the county with regard to dealing with vagrancy?—We have a bye-law in Lanarkshire which puts us almost on the same footing as the burgh. It is under the Local Government Act of 1889, but personally I think it is of no value.

6864. It is under the same Act as the bye-law of Midlothian which was declared to be *ultra vires*?—Yes.

6865. The bye-law is "No person shall lodge in a stackyard, hay shed, or out-building of any farm, public work, or dwelling house, without permission from the proprietor or legal occupier thereof." That is exactly what you have in the Trespass Act?—Yes, it is almost entirely the same.

6866. The next clause is, "No person shall beg or expose wounds or deformities, or cause or permit the exposure of children of tender age to the inclemency of the weather, or cause children to sing in any road, street, court, or other public place, or otherwise act so as to induce, or for the purpose of inducing, the giving of alms"?—I have always held that that bye-law is valueless.

6867. It is surplusage?—Yes, I think so.

6868. Simple begging is not an offence in the country part of your districts?—No.

6869. Do you have any means of relief of vagrants?—Practically none. There are a few cases in which an attempt was made. At Carluke, for instance, which is a small town with 4,000 or 5,000 inhabitants, we have a shelter with ten beds. In the village of Douglas, we have another shelter with two beds: the people who are allowed to occupy these beds can get breakfast in the morning. In the burgh of Airdrie there is an arrangement where in special circumstances the chief constable gives shelter in a model lodging-house. He gives a line and the vagrant goes to the lodging-house and gets his night's lodging only.

6870. These would not be able-bodied vagrants?—No, they would be more the aged poor and sick. In Coatbridge there are two houses, one for men and one for women. In Motherwell we have the Charity Organisation Society who give free shelter to those who are *bona fide* seeking employment.

6871. Are those institutions useful or harmful?—I think they are useful.

6872. Are they sufficient?—No, but of course it depends on the view you take of the thing. If you want to suppress vagrancy, then they are more harm than good, but if you want to help the vagrant, they are good.

6873. It has been put to us that it would not be fair

to make simple begging an offence, so long as you do not give such assistance to vagrants?—I do not think you can make it an offence where there is no place for the tramping poor to go to.

6874. Then comes the question, which is the greater evil, the relief or the casual ward?—The Scotchman puts the relief of the poor on the charitable. They do their duty to the poor by leaving people in our position of life to maintain the poor. Take my house, for instance; constantly I have people begging from us. There is not a constable in the county that does not give relief out of his own pocket at some time or another—generally in the form of food.

6875. We are told that in Ayrshire the constables buy tickets themselves to give to persons for lodging and food?—I know that our own constables are out of pocket every year by giving assistance to tramps who come and say that they have nothing, and nowhere to go to.

6876. Do you give any systematic shelter or relief at your police station?—No.

6877. We are told that in Glasgow and in some other towns, the number relieved at the police stations is quite considerable?—We do not give any shelter there.

6878. So practically there are no means of giving shelter to a tramp at all, except in these small shelters that you have mentioned?—There is only casual help by the charitable.

6879. Is there any means of giving food to the tramps?—Not in the county.

6880. Do you enforce the Trespass Act?—Yes, I do when I have complaints. I have here a statement as to persons dealt with under the Trespass Act (see Appendix XVI.). Owing to the want of casual wards, farmers and people who own pits, brick fields and that kind of thing, are very apt to give shelter free to tramps, especially the farmers in the agricultural districts. Every now and again these tramps become a perfect curse and complaints are made to me. During the last month I have raided one pit head about six times, and I have averaged, I suppose, 18 vagrants at a haul, beginning with 35 and coming down to 10. Those people were dealt with under the Trespass Act, but they have been lodging in the same place for years.

6881. What sentence do they get?—They are admonished the first time, and fined or imprisoned the second time. They seldom pay the fine.

6882. Are these persons tramps?—They are residential vagrants.

6883. What is done if they come up a third time?—They are fined again.

6884. They are not sent to gaol?—Not without the option of a fine.

6885. In your county do the sentences that are given vary very much?—No, I think they are pretty much the same. I think the sentence is, admonished the first time, 5s. the second time, and 10s. any subsequent time.

6886. Apparently a man would not get a month for it?—I do not think so.

6887. We have evidence that they get that in some districts?—I think there is a feeling in Lanarkshire that as there are no casual wards these men must be allowed to sleep somewhere.

Captain
Hardy
McHardy.

25 May 1905.

Captain
H. J.
Despard.

25 May 1905.

Captain
H. J.
Despard.
25 May 1905.

6888. Have you any cases where a vagrant commits an offence—breaking a window, for instance—in order to get into gaol?—No.

6889. You have heard of such cases?—Yes; I have come across them in England.

6890. But not here?—No, I have never come across such a case in Scotland.

6891. Is there anything in the way in which the prisons are conducted here that makes a difference?—I do not think so.

6892. Have you any knowledge of the prisons?—No, except that I have been over some.

6893. Have you any suggestion to make as to what should be done?—No, I do not think I have. Of course, I believe in casual wards. I believe in the system in Gloucestershire where they use a passport, but I understand that is quite contrary to all the proper ideas that an Englishman ought to have. It is supposed to be very bad for the citizen. I have been told that it is a continental notion.

6894. There is a suggestion that it is an interference with the liberty of the subject?—Yes.

6895. The Gloucestershire system puts the whole vagrant class right in the hands of the police?—Yes, practically. A man gets his food at, say, Gloucester, and says that he is going to work in Sheffield. He marches the shortest way to Sheffield and gets his card back at each stopping-place.

6896. Their system is defective because it deals with too small an area?—Yes.

6897. Suppose the Gloucestershire system were extended over a number of counties, would you see any objection to putting the wards under control of the police as well?—No. Of course, I see the police objection to it—it is giving us too much work.

6898. But, for the moment, consider only the public welfare?—I must say I am rather opposed to the police coming into these things. I think that too much police government is a very bad thing. In Dewsbury any man who wanted to get into the casual ward came to my office and had to get a line from me. I do not think that is a proper thing.

6899. It has the advantage of bringing all this class, who are on the border-line of crime, in touch with the police?—Yes; I admit that. During the inspection of casual wards at night by the police, we got a number of criminals, but I noticed that the effect in Yorkshire was this: that a criminal instead of going into a casual ward will sleep out in a brick field or a barn and perhaps set fire to the place, because if he wants to go to the casual ward he has to go to the police to get an admission line. Any criminal who is trying to escape justice would not do this.

6900. He would not set fire on purpose?—No, but they smoke and create a danger.

6901. Lying out, you think, is a serious offence?—Yes, from the point of view of the farmer.

6902. How long were you at Dewsbury?—About three years.

6903. (*Mr. Simpson.*) You take a census twice a year for the Constabulary Inspector?—Yes, a night census.

6904. You send your men to all sorts of places where vagrants are likely to be sleeping?—Yes, everywhere.

6905. In some of the figures I have seen from Scotland there is quite a considerable proportion of women and children as compared with men. That struck me as differing rather considerably from England?—My report for 1904 shows that in December there were 158 adult males and 10 females and 4 children under fourteen. And it is much the same thing in 1903. In the summer you get more children.

6906. Well, that does not point to the number of vagrant children being a very serious question?—No, I do not think it is.

6907. (*Captain Eardley-Wilmot.*) Do you attribute much of the crime in the country to persons of the vagrant class?—No, except petty crimes.

6908. And arson, which is sometimes accidental?—Yes.

6909. They are not a criminal class taking them all round?—No, I do not think they are. They are simply lazy loafers.

6910. The tramps subsist principally on charity. Suppose they go to your house and you give them something: how can they use their money; can they get lodgings by paying for them?—In my opinion they go straight down to the common lodging-house.

6911. But where there is no common lodging-house, the charity will be of no use to them?—That is so.

6912. (*Captain Showers.*) Do you think it would be an advantage to have some better identification of tramps?—Do you mean by finger-prints?

6913. Yes?—I do not see how it would work. A man is brought up here in Edinburgh charged with vagrancy. Do you mean that you would remand him in prison until you had time to trace his antecedents?

6914. Yes?—That would mean a good deal of expense.

6915. But would it not put down vagrancy; it might cause some expense to start with?—I do not look at vagrancy as being any great cost to this country.

6916. I understand that you grant pedlars' certificates?—Yes.

6917. Do you find that that gives them a chance of begging?—I do not think so. I have never had any reason to suppose that in Lanarkshire.

6918. What is your opinion about penal labour colonies?—I have not formed any opinion on that.

6919. Suppose a man who is a thorough vagabond is sentenced for two or three years to a penal colony and made to work, would that not have a very good effect?—I think you would have to convict him of some offence first, either cruelty to children or something like that.

6920. Take a man who was really able to work but subsisted absolutely on begging, going from place to place; if he was sentenced by the justices to two or three years in a labour colony and made to work, it would be an expense, I grant you, but would it not have a deterrent effect as well as a good effect?—I think it would be an excellent thing to force these people to work if it could be managed. I fancy that most of the beggars I see are quite capable of working.

6921. But would it not have a deterrent effect on them?—The point of view from which I am looking at it is rather a parochial point of view; it is the cost of that sort of thing. It is like the finger-printing. You take up a vagrant under the Trespass Act and fine him 5s. If he pays, well and good, but if he does not pay, then he goes to prison and you can finger-print him. If the one who pays and goes away is to be finger-printed then he has to be remanded for three days in prison. It costs me now 8s. 9d. to take a man to prison in the Upper Ward. Then there is the cost for keeping him for these three days, and then 8s. 9d. to take him back to the Upper Ward to be tried. If he is dealt with there and sentenced to be imprisoned or to be sent to a labour colony, then there is another 8s. 9d. It costs about £2 before you find out anything about him. It seems a great deal of money to spend.

6922. Do you not think that that would be only for a certain time; these men would not continue in this life if they knew that this was to be done?—It might be effective.

6923. I grant that it would be more expensive at the starting, but most good things are expensive at the starting until you get them into regular working trim?—It might be effective, but I have not really thought the thing out.

6924. (*Dr. Downes.*) Do you find that the tramps in your county follow definite lines of road?—Yes, they follow the main roads.

6925. Where are they making for?—For Glasgow or Edinburgh.

6926. Do they go in circuits?—I could not say. Of course we have our county vagrants who are about the same district year after year.

6927. Looking at the return of the Inspector of Constabulary for 26th June and 25th December, 1904, I find that the numbers for Lanarkshire, including Airdrie, Coatbridge, and the other places, are not nearly

equal to the numbers in Glasgow. Does that indicate that there is a residential vagrancy in Glasgow, or that the country vagrants are not so easy to detect by the police?—I think we can detect most of them.

6928. There are 1,065 in Glasgow, but taking the whole of the rest of the county there are only 341?—That is for December. In winter they naturally drift into the town.

6929. Take the summer count; the tramps in Glasgow are 866, while those in the county are 406?—They have gone into the country for the fruit-picking.

6930. In each case the number was very much less than the number in Glasgow?—Yes, but of course the population is very much smaller. Our population is only one-third of the population of Glasgow.

6931. It rather seems to point to there being a residential vagrant population in Glasgow?—I think there is no doubt about that.

6932. (*Chairman.*) Probably it is due to the exclusion of the able-bodied from the workhouses?—Yes, I think that is one reason. But as the census is taken at night many vagrants who live in the country by day are counted in Glasgow where they sleep.

6933. (*Captain Showers.*) Suppose you had casual wards, do you think it would be a good thing to put them under the police?—I am not quite sure. They should certainly be under the inspection of the police, but the point is whether the admission should be absolutely through the police or not.

6934. There would be certain difficulties in getting men to do the work because they would have to join the police force on the condition that they would be liable for such a thing. It would make a policeman more or less a workhouse master?—I think that would be a great pity. Every class of work is now put on the police.

6935. (*Chairman.*) Do you think that the evil that the tramps do to the country is sufficiently great to justify

the State in taking more active measures?—I think they are a curse to the country.

6936. Are they such a curse as would justify the country in spending such an amount of money as would be necessary to lock up a number of them?—Yes. I have a very strong opinion about the tramps. We have in Lanarkshire a number of public works going on in the way of laying water pipes, new railways, and works of that sort.

6937. And you have coal-mining?—Yes, but apart from that we bring in a tremendous number of good class navvies for these public works and they are followed by a regular horde of tramps who live on them. They are an absolute curse to the whole country. They come in and take away the character of these good class labourers. People come and say "We want extra policemen. We have navvies, and they are playing the mischief with the whole countryside." I say that the navvy is a poor harmless person who gets drunk every Saturday like other people. It is these people who follow him who are the nuisance.

6938. (*Dr. Downes.*) A population like that going about the country might be a danger in times of trouble?—I do not think they have the pluck. I think that two or three hundred of them could be overawed by a couple of policemen.

6939. (*Chairman.*) But they do a lot of harm in the way of petty crime?—Yes, and robbing orchards and potato fields, burning fences, sleeping in hay stacks, and setting fire to them.

6940. (*Mr. Simpson.*) And occasionally frightening women and children?—There is a good deal of exposure of person before decent people, but there is very little assault.

6941. (*Captain Eardley-Wilmot.*) Do they not go into cottages when the man of the house is away and beg by threats?—Yes.

MR. RODERICK ROSS called; and Examined.

6942. (*Chairman.*) You are chief constable of Edinburgh?—Yes, I have been chief constable for the last five years.

6943. Have you in Edinburgh any means of relieving the vagrant class at the police station?—No.

6944. You know the system in Glasgow?—Yes. We do a little of that here. We put up 130—67 males, 56 females, and 7 children. That was after every other place was filled up.

6945. They were cases of absolute necessity?—Yes.

6946. (*Captain Showers.*) Where did you put them up?—In one of the cells. The Government are against this kind of thing. We simply do it in very stormy weather.

6947. (*Dr. Downes.*) Have these persons committed any offence?—No. We have no power to put them in the cells.

6948. (*Captain Eardley-Wilmot.*) Do you feed them?—Yes, we give them bread and milk. Every prisoner is allowed a certain amount of food, and if he is drunk he does not want anything, so that there is always a certain amount of food lying about.

6949. (*Chairman.*) Do you prosecute people for begging in Edinburgh?—Yes. There have been 152 dealt with this year, 112 of whom have been admonished, 21 fined, 13 imprisoned, and 6 sent to the parish authorities. (*See Appendix XVI.*)

6950. You send them to the parish authorities in Edinburgh?—Yes, sometimes a man will plead that he will go to the poorhouse, but very often it is found that when he gets outside he does not desire to go.

6951. Do you proceed under any special local Act?—Yes, section 273 of the 1879 Act.

6952. Do you have much sleeping-out here?—Last winter we had more than usual, there being such an amount of charity which was advertised so much that people came in from all round. Some of them got three or four meals in about an hour and a half, and then they went down to Portobello and slept at the brickworks there.

6953. Is that within the burgh?—Yes. The owner of the brickworks objected to it latterly, and we had to clear them out.

6954. Did you get convictions in those cases?—16 were admonished and 59 were fined, that meant that they went to prison.

6955. They did not pay their fines?—No. They have no money to pay their fines with. We have had several hundreds there in one night as the result of this philanthropic craze.

6956. Do you have any free shelters in Edinburgh?—There is a night refuge at Queensberry House and then there is the Asylum for the Friendless and Homeless: that is where these tramps go.

6957. These places being full the surplus would sleep out?—It is very rare that they are full. These people whom we put into cells are people who have come late.

6958. But I mean the night refuges?—It is very rare that they are filled up. It is only this winter that we have had experience of their being filled up.

6959. Have they any sort of test: do they search the persons who come in?—No.

6960. Do they give them food?—Yes, porridge and milk for supper, and the same, I think, for breakfast.

6961. And yet these places are not full?—No.

6962. Can you tell me what is the accommodation of the free shelters in Edinburgh?—No.

6963. Who has the supervision of the common lodging-houses?—There is an inspector specially appointed. It is not under the police.

6964. It is under the sanitary authorities?—Yes.

6965. Have you any relations with the poor law authorities?—No. Of course, when we have anything to do with them, we work together in a very friendly manner.

*Captain
H. J.
Despard.*

25 May 1905.

*Mr. Roderick
Ross.*

25 May 1905.

Mr. Roderick
Ross.
25 May 1905.

6966. You occasionally send them a man who is broken down?—Yes; the police may have knowledge of a man who is destitute and they will report the facts to the inspector of poor.

6967. How many poor houses are there in Edinburgh?—Two: Craigleith and Craiglockhart.

6968. Are they large poor houses?—Very large.

6969. Have they accommodation for 1,000 people?—Yes, I believe they have.

6970. Do you get any refractory paupers charged from there?—I do not remember one case in my time. There is a lot of trouble in England which we do not have here.

6971. The workhouses here are for the old and infirm?—Yes.

6972. Have you any English experience?—Yes, I spent most of my time in England before coming here.

6973. Where were you?—I was chief constable of Bradford before I came here.

6974. Then you will know all about the casual wards in England?—Yes. I acted as assistant relieving officer at Ramsgate where I was chief constable.

6975. Do you see any advantage in having casual wards?—Yes, I think it is an advantage. The task keeps these people away. I found that where there was a task very few came near it.

6976. Then they go to another union?—Yes, but it shows that the tramp will not work if he can possibly help it.

6977. Do you think there is any risk of a man dying from want of food in Scotland, or from want of shelter,

through there being no casual wards?—I do not think that can possibly happen. There are sufficient philanthropic institutions to prevent that. I have never heard of a case of starvation like that.

6978. Have the Salvation Army a lodging-house here?—Yes.

6979. Does not the existence of these very cheap lodging-houses rather tend to draw tramps to Edinburgh?—I have no doubt it does to some extent, but they do not get any free food there that I am aware of.

6980. They do get free food in the casual wards?—Yes, but they have to perform a task in the morning which is usually a pretty stiff one. They have no task at the shelters here.

6981. Do you think that on the whole the conditions in Scotland are easier for the vagrants than in England?—There is no doubt about that.

6982. Especially when there is a free distribution of food by the municipality?—It is not so much by the municipality here; it is from private philanthropy. The municipality found these unemployed work. These tramps came in because we were advertising so much; they came in such numbers that we were inundated. We know that a good many of them got three or four meals in an hour and a half. I think these fellows should be dealt with by isolating them.

6983. You think they should be locked up?—I think that all habitual vagrants should be isolated. They are pests to society.

6984. That is a pretty wide sentiment?—Yes, but I think the country is getting educated to it.

NINETEENTH DAY.

Tuesday, 30th May, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. DAVID G. LAMB, re-called; and further Examined.

Mr. David G.
Lamb.
30 May 1905.

6985. (*Mr. Simpson.*) Supposing the Salvation Army scheme were carried into effect by means of legislation, would you be prepared to enter into an arrangement with the county authorities to take tramps at once on commitment by magistrates?—Yes, sir, we would to a limited extent in order to get the Act into working and to show just what could be done.

6986. Have you any idea how many more men you would have room for at Hadleigh?—That would be limited entirely by the provision for capital expenditure.

6987. But I suppose you could take a few more at once?—What we probably would do would be to license that farm of 100 acres that we have at Leigh Park, which stands apart from the main colony, in the same way as we have done Victoria House for the inebriates. It lends itself peculiarly to anything of that kind, because it could be fenced in quite easily without appearing to be fenced in; it adjoins the high road, and the fencing could be of such a character that a man could not get through, and he would have to come out by the gate, where of course he could be detained.

6988. In that way the man sent there compulsorily would be kept separate from the men you have at present?—Yes, to begin with.

6989. Of course, if the scheme were carried out it would be necessary to have much more accommodation than there is at present at Hadleigh?—Yes, quite so.

6990. Do you suppose you would be able to get another site equally suitable?—Well, there are plenty of sites, but I do not know that we would be prepared to find another £100,000 for a site; I do not think we ought to be expected to do that. But I suggest that provision should be made in the same way as financial provision is made for the light railways in the country either by capital sums, free of interest, or by way of a grant or loan at low interest. An estate could then be purchased and fitted up, and with the capitation grant it could be run by anyone, so to speak.

6991. You have at present a certain number of men who are practically compulsorily detained; for instance, you have got one or two men conditionally discharged from Broadmoor who are still practically criminal lunatics?—I think we have three at the moment; we never care to have more in one establishment.

6992. Just as an example, how much do you get for them per week?—Well, at one time we got nothing; I do not know that we are getting anything now.

6993. I think for the Broadmoor men you get something?—If so, it is what the man himself has earned.

6994. I think you get 8s.?—Well, I was told at one time it was impossible to get anything.

6995. You are thinking of the men from prisons. Now, you have a good many men from workhouses who are sent by the guardians?—Yes.

6996. How much do the guardians pay you for the keep of these men?—It varies from 10s. 6d. to 5s.; it is 10s. 6d. with some boards for the first three months, going down to 7s. 6d. and 5s. and to the vanishing point altogether; with others it starts at 7s. 6d.

6997. I see from the statement you have supplied there were fifty-one of these cases received in 1902-3, and ninety-one in 1903-4?—Yes.

6998. I suppose for all these men you are receiving payment from the guardians?—Yes, sir, a grant varying from 10s. 6d. to 5s.; or in some cases, of course, they may have reached the vanishing point, and they would still appear on the list where a man was earning all he was costing.

6999. In some cases they earn enough?—And we relieve the guardians at once; we notify them, but naturally that is a slow process.

7000. I suppose if you had men committed by magistrates you would probably have to keep them under some stricter supervision than the men you have at present at Hadleigh?—Yes, sir; of course at Leigh Park the man would be under close supervision until we found out what his intentions were and what prospects there were of making something of him, and then we might license him out to ourselves in the main colony.

7001. Would it be your view that you could not say exactly what should be done with these men till you had seen what sort of men they were?—Precisely.

7002. But at the same time you would agree that the incorrigible rogue, say, sent by quarter sessions for three years to a labour colony after a number of convictions would probably be about as hopeless and unpromising material to work on as you possibly could get?—I would not like to say that at all, because it all depends upon the influences.

7003. But would not a man who has been an offender for a very long time be likely to have lost his self-respect more than the man who has simply gone suddenly to the bad through drink?—Well, all my experiences show that much turns upon what in the first instance sent the man wrong. For instance, if he is suffering from a sense of injustice, perhaps when he has asked what was to him a fair thing it has been denied him and perhaps he has got a kick instead of a kind word, and he has wandered about as a kind of Ishmaelite; if, so to speak, counter influences are brought to bear upon him, we have seen marvellous changes take place in the man; a man whose hand was against everybody's before he came to us has been completely changed.

7004. The Salvation Army has been successful in dealing with some men of about as unpromising a type as could be found?—Yes, that is true.

7005. And would it be your view that you could not tell beforehand which men you would be able to influence and which men you would not?—That is so.

7006. Therefore, it is worth trying all?—It must be.

7007. Even the most hopeless men?—Yes.

7008. Would you be able to establish workshops or industries at Hadleigh, besides the brick-making?—We have tried chair-making, but we gave that up; it is a long time ago now; there were two or three factors against it: we could not get an easy market, and after all, industries are peculiar to certain districts, and it meant importing a good deal of skilled labour in order to carry the unskilled; and then there were certain disadvantages at Hadleigh in the way of distance from the station and so forth. An industry must be determined to a very large extent by the district in which a colony might be established.

7009. Do you think the difficulties you experience in establishing an industry would be lessened by the inmates of the colony being sent there for a term of years?—Yes, absolutely, you would be able to regulate it then.

7010. You would at all events endeavour to train these men to the industry?—Yes. You see, what happens is this: you have a depression of trade affecting specially, say, the basket-making industry and you have a great many applications by people who have worked in a basket factory; you may be tempted, therefore, to utilise that skill; you seek out a market for your produce; get an order; you may secure a good market, but the fact of your securing

a good market probably shows at once that the basket-making industry is reviving, and at the very time that you want the labour to complete your order, so do others, who probably can offer better conditions than you can, and you are left with an order without any men to execute it.

7011. At the same time you have done your work in setting that man on his legs again?—Oh, yes.

7012. And the inmate then can earn a living?—Yes.

7013. And if the object of the labour colony is not to compete but to make men, that object would be achieved when you had produced a man fit to earn his living outside?—Yes, absolutely.

7014. Would you agree that supposing Leigh Park was set aside for men sent by a court of magistrates, it would have to be subject to Government inspection?—Oh, yes; in the same way as the inebriate home is.

7015. What medical attendance have you now at Hadleigh?—We have our own hospital with half a dozen beds in it. It is sufficient for all the requirements, and we have a medical man there to attend; we pay him a standing fee. Then we usually have one or two doctors as inmates in the colony; I have seen five there at one time.

7016. Are they much good as doctors?—I had two or three very clever fellows there.

7017. What religious services have you?—We have our own religious services daily, at which the attendance is voluntary. We insist upon every man attending a public place of worship once on a Sunday.

7018. And that is all that is compulsory?—Yes, he can go either to the Church of England or the Church of Scotland or the Church of Rome.

7019. There are several places of worship near Hadleigh belonging to the different religions, are there not?—Yes, and Southend is within very easy distance; it is a very pleasant walk over to Southend.

7020. Is there a Roman Catholic chapel at Southend?—Yes.

7021. And if a man walked over to Southend on the Sunday and attended mass there, he would comply with your requirements?—Oh, yes; he would perhaps be a little late for dinner, but that would be understood; this occurs frequently in practice.

7022. Do some of the inmates who belong to special religions attend your services?—Yes, the rule is this, that they must all go somewhere, and those who go nowhere else, must come to our services.

7023. But you have a service every day, do you not?—Every evening; that is voluntary.

7024. Now as regards your city colonies, are those training homes in the town?—They are the workshops.

7025. Hanbury Street, Whitechapel, is one of these?—Yes.

7026. And where is your other one?—Spa Road, Bermondsey.

7027. That is where they do the paper sorting?—Yes; we call that a city colony.

7028. You do not call the night shelter a city colony?—No, although it is managed by the city colony, but we regard a city colony more as a place where work is done than the sheltering.

7029. In the colony you are trying to do a man good, and put him on his legs again?—Yes, and the shelter is a mere expedient.

7030. It is really indiscriminate charity, is it not?—It is not charity.

7031. You have one free shelter, have you not?—No, all the shelters pay their way.

7032. They pay their way?—Absolutely all out-goings.

7033. But they stand outside the "Darkest England" scheme?—No, sir.

7034. Do you get many men coming from the shelters to the colonies?—Oh, yes, shelters are used for that purpose; a man, for instance, will secure admission to the shelter on payment of 2d.; then if that is his last

Mr. David C.
Lamb.

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Mr. David C. Lamb 2d. and he has got no prospect of work, probably his next step would be into the workshop.

May 1905. 7035. But the class of men who go to a 2d. shelter are not usually the class of men who want to get work; would they not be mostly loafers?—That is not our experience.

7036. Do you get a good number of men coming from the shelters to the colony?—The shelters are for casual workers; the man who is a professional loafer would not come to our shelters.

7037. Why not?—Well, the atmosphere of the place would make him feel uncomfortable; that is the design of the whole thing; if he is a professional loafer he will fight shy of the place.

7038. That may be the design of the thing; but, as a matter of practice, in a night shelter even a loafer can get a bunk for 2d., while in another place he might have to pay 4d.; how would he be made to feel uncomfortable?—The bunk is comfortable enough, only the professional loafer would never stick at 2d.; he would get hold of some kind soft-hearted lady or gentleman with this 2d. and tell him he wants 4d. and he is stuck for his last copper.

7039. Still, if you save 2d. on your bunk you have got 2d. more for drink?—Yes, sir, that is so; I do not say that we do not get these men, but they are the exception.

7040. Your intention is not to cater for these men if possible?—Quite so.

7041. Do you send men from the city colonies to Hadleigh?—Yes.

7042. Do you send any men from Hadleigh to the city colonies?—Occasionally.

7043. According to their capacity?—Well, a man may not be suitable for outdoor work, or it may be only temporary help that he wants.

7044. (*Sir William Chance.*) You have not had very much to do with the vagrant at Hadleigh; I mean the vagrant who is known to the casual ward?—Well, I regard those that pass from us without staying a month as being of the vagrant and shiftless class.

7045. My question relates to London particularly; we have had evidence that there is a regular class of people who frequent the casual wards?—Yes.

7046. Have you much to do with that class?—No, sir, not much, I should say.

7047. Have you ever taken any vagrant out of the casual ward?—That has been done occasionally.

7048. Only occasionally?—Yes.

7049. How far do you co-operate with boards of guardians in regard to other classes of paupers?—Well, I think at the moment we have agreements with between twenty and thirty boards of guardians. Last winter we had more applications than we could entertain from boards of guardians to take men; we do not care to have too many men of the pauper class down at Hadleigh; we can conveniently absorb only a certain percentage into the life of the colony.

7050. Do most of the boards in London send cases to you?—Yes, a great many.

7051. Can you say how many boards?—I could not say at the moment.

7052. But most of them?—At one time or another.

7053. Have any boards of guardians given up sending men to you?—Yes, sir.

7054. What boards are those?—Camberwell, I think was amongst the first.

7055. Did they give any reason for that?—I think it was just a change in the constitution of the committee.

7056. Of the guardians' committee?—Yes, and a falling off in the number of men for whom they thought the colony treatment would be useful.

7057. It was not because the men came back to them again and did not stay long in the colony?—The returns may have had some effect. Of course some of the committees were very slow to prosecute, so slow that when I was at Hadleigh I always made it a condition that unless they agreed to prosecute we would not take the man, because it was bad for the guardians and bad for us.

7058. (*Mr. Davy.*) Prosecute for what?—Failing to maintain himself; if a man discharged himself and came back to the union, they should prosecute him unless he had a good reason.

7059. (*Sir William Chance.*) That was before the decision on the Poplar case, was it?—Yes, sir.

7060. Now, of course, they would not think of prosecuting in such cases?—One board since has notified that unless we are prepared to modify our conditions they would not send the men; I do not blame them.

7061. Have you had any returns of the numbers of men who have been sent by any particular union between certain dates?—Yes, I have taken them out from time to time; I have not got any at hand.

7062. There was a very detailed return, I think, prepared by Woolwich, of men who had been sent to Hadleigh from that union; you have seen it probably?—Yes.

7063. The return (*see Appendix XXV.*) was for the period between March, 1902, and March, 1904; of twenty men sent nine left the colony without notice: of whom three went back to the workhouse, one died, and five are unaccounted for?—Yes.

7064. That is to say you could not tell where the five have gone to?—Yes.

7065. Then five of the twenty men left for situations?—Yes.

7066. Of these, two are in the workhouse, and one is in prison for absconding; do you remember that last case?—Yes: I think he went off with some property.

7067. The property of the Salvation Army?—Or one of the other colonists.

7068. Do you know what happened to the other two who went to situations?—No.

7069. Do you know anything about the man who was emigrated?—No, but I know that we have had no return from the party who went out where he did.

7070. Sent back to infirmary—one; refused to do his work—one; dismissed for drinking—one?—Yes.

7071. There are none of these twenty, as far as I can make out, that you know anything about, except those who are in the workhouse or the infirmary or in some institution?—That is the ordinary course.

7072. You have not been successful with these cases for some reason or other; perhaps they did not stay very long?—I do not know what you would regard as successful, it depends on the standard by which you can measure it.

7073. Well, there is not one man out of the whole twenty of whom you could say definitely that he has been made a man of again?—Well, there is the man who went to Canada.

7074. Probably there is one case then?—Yes; here is a man who went over to Tottenham and got work; if he kept his work we would not bring him back for the sake of bringing him back.

7075. But you do not know anything about him now?—No, sir, in the same way as I explained. Then take the man who went to a situation in Southend; I happen to be living at Southend: he is all right.

7076. You know that man at Hadleigh now?—No; you see I have only the initials and that is two years ago: as I have said the type that we get from workhouses is the poorest.

7077. The Hadleigh colony is for able-bodied men willing to work?—Yes, sir.

7078. How do you find out that willingness to work; a man comes to your door; how do you decide as to whether he is willing to work or not?—Well, by measuring his general appearance and in the same way as any employer of labour would judge as to whether a man was suitable for the work that he had going; that is to say, if you or I were to present ourselves and offer any builder to do the hod-carrying for him he might think that we were decent people, but he might say "You are no use for us," because he would look at it with a trained eye; in the same way a man who came to us perhaps broken in spirit and half starved and so forth, we would soon judge in the first instance as to whether

he was likely to prove able-bodied if he had food. Then we would take him gently for the first few days. There again we have men who are specially trained to take a man kindly, and yet protect themselves from a loafer, and if they suspected a man of loafing, they would give him a specific amount of work to do, and if he showed willingness that would very often be taken as being ability to begin with.

7079. You have a kind of probation colony, have you not?—Yes.

7080. If a man came to you would you not put him into that probation colony, if he expressed himself willing to work?—Yes.

7081. As a rule you would not send him away?—Assuming that everything else was equal and we had room, although we have to send them away very often.

7082. On account of want of room?—Yes, sir.

7083. Now, if you had room in your probation colony, would you accept every man and give him a trial as to whether he was willing to work?—If we were satisfied that he was a likely man we would.

7084. You cannot satisfy yourselves in a very short time?—Oh, yes, we can satisfy ourselves in two or three days as to whether it is worth while continuing to keep a man.

7085. From your experience of men of the class who resort to the casual wards, do you think there are many of them who would derive benefit from being sent to your colony?—Yes, undoubtedly, especially if they could be detained for a period. Our design is to draw them from the city colony rather than take them off the roads, because if it were known throughout the country that a man had only to walk down to Hadleigh to be taken in they might prove very objectionable; therefore, while in practice we do take men off the roads, in theory we do not.

7086. And is that really because you have not got room for them?—No, it is partly because our design is rather to take them from the cities back on to the land, than to take the men from the road.

7087. Then your city colony would deal with these men before they go on to Hadleigh?—Yes, sir.

7088. You said the other day that a considerable number of people out of work would go voluntarily to a labour colony, if there was one?—I quite believe that eighty or ninety per cent. of the men who are on the streets of London and in the casual wards of London, would.

7089. Do the vagrants who apply to your colony include many of the casual ward class?—No.

7090. This class do not apply?—A few, but really we would not take them now; of course, the man who is in the casual ward habitually is a shade lower than the man we would take; we would take him before he becomes an habitual.

7091. Then, as I understand it, you do try to get hold of rather a better class of people; you do not take the very lowest class?—We make the selection; that is to say, if the choice lay between two persons both equally deserving, we would naturally choose the man who was likely to be relieved rather than the man who apparently is hopeless, and it is because of that that we are to-day promoting this Bill, because all our experience goes to show that the lowest class wants a period of detention in order to relieve him efficiently.

7092. They want treating in rather a different manner than you can treat them in Hadleigh; that is your opinion?—Yes, sir.

7093. (*Chairman.*) Does a man go into your city colony, knowing that he has necessarily to do some task of work?—Oh, yes, absolutely.

7094. May that not be the reason why the ordinary vagrant avoids your city colony?—It is fairly well known, of course, that we do exact work. With the professional loafer, we are not popular.

7095. Because he knows he has got to do something?—Exactly.

7096. (*Sir William Chance.*) You have a preference for colonies under voluntary management rather than under the State?—Yes.

7097. That is under officials?—Yes.

7098. Could you just shortly say why you have that preference?—Well, one reason is because the men themselves, the men that you hope to benefit, fight shy of officials. At Hadleigh, I have seen the men who come down regard us in exactly the same way as other officials as though we were paid for the work, but when they realised that we were not paid for the work, then their prejudices vanished and we secured this influence over them that was helpful.

7099. Do you consider that in the philanthropic colony the people who manage it are more interested in the work than in the case of a colony under State management?—I do not put it like that, because I do think it is possible to get as consecrated service in the highest positions in the State as you would get in another position. That is one thing, but persuading the man that you want to benefit him is quite another. The Salvation Army is peculiar in this respect that it has raised its workers from the ranks and whatever we may be in the future we are not too far removed now from the people we seek to benefit; in fact, we are nearer to them than any institution is at present.

7100. I suppose you know many officials—the work-house officials for instance—who take a great deal of interest in the people who come to the workhouses and the casual wards?—Yes.

7101. Therefore, it is quite possible that the officials of a colony under official management would take a personal interest in the people who come to them?—Yes, sir, but they might have more difficulty in persuading the people of this than we would have.

7102. Because they are looked upon as an official class?—Yes, sir.

7103. I see in a book you have sent us this morning it is stated, "We must make allowance for the failures who appear so far to be about 45 per cent. of the whole"; does that mean that you claim 55 per cent. of successes?—That book is by Sir Walter Besant.

7104. What percentage would you claim?—Well, it is necessary, before you can measure, that we agree as to what the standard is. I have submitted a return of 880 men that were discharged during two years. (*See Appendix XXIV.*) In that return I regard 18 per cent. as being unsatisfactory, that is 6 per cent. dismissed for misconduct, laziness, repeated drunkenness and insubordination, and 12 per cent. left without notice, general conduct bad, indifferent, shiftless character. Then I put down 5 per cent. as unfortunate, that is men who continued incapable and were transferred to other institutions, etc. Then we come to the satisfactory cases; I have set it out carefully, so that you can see exactly how the result is arrived at. Emigrated, joined H.M. Army or Navy, 4 per cent.; we do not emigrate any that we have got any doubt about at all.

7105. Then there is no doubt about that 4 per cent.?—I have no doubt at all. Then 6 per cent. were restored to friends; we regard that as highly satisfactory; they are probably people who have been estranged a long time from their friends, and who have gone back.

7106. Do you make any inquiries as to these; do you merely account them as satisfactory because they have been restored to their friends?—Well, a man would not have been restored to his friends without inquiry having been made beforehand and the way being prepared for him. If you would care to know how it was done, each case has been dealt with on its merits; if a man has been away from his wife, our local people will perhaps go to the wife and make representations to her to prepare the way for the man going back; or we may go to an old employer, and we may open negotiations with him direct, and prepare the way for the man going back, so by the time he goes back perhaps he has been with us eight months, during which period he has behaved himself in an exemplary way, and probably professed conversion, and he goes back to join his church and we would not follow him any more after hearing he had arrived safely. We may hear from him from time to time, but we would tick him off as satisfactory, and close the record so far as he was concerned. Then 10 per cent. went to situations found for them before leaving the colony; the same process would be followed there, the man going back

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perhaps to some old employer or something like that, but the work would be found for him by us. Eighteen per cent. left to look for work with fair prospects after satisfactory conduct and giving notice. That means that no man is supposed to leave the colony without giving twenty-four hours' notice. Then perhaps he would write to some friends and they would say, "Yes, there is work going on in this neighbourhood." And we would perhaps give him a few shillings, enough to pay his railway fare to a certain place. If he has letters from his friends of a recent date to show that if he could get to a certain place there would be work for him, and he has worked with us, and his conduct has been satisfactory, we would encourage him to go, but otherwise we would not; we would regard that as satisfactory, that we had accomplished what we set out to do in that case.

7107. That would make 38 per cent. as satisfactory?—Yes, sir. Then 30 per cent left without notice after a prolonged stay and uniform good conduct. That is to say a man simply goes off on a Monday morning, he has signed the agreement to give notice, but he does not know what he has signed; he has read it, it is true, and probably if it had said he was willing to be hanged and quartered the next day he would have signed it just the same. There is nothing against him, he has simply gone away. If you ask him why he did not give notice he replies, "I did not know I had to give notice." Or, perhaps, he gave notice to the foreman immediately over him that he was intending to go.

7108. Does that mean that you consider 77 per cent. of those classes under the heading of satisfactory?—Yes.

7109. I suppose you will admit that you really only know those first two classes, *i.e.*, 10 per cent., to be satisfactory; with regard to the rest of the 77 per cent. you merely hope they are satisfactory?—No; I take those who have emigrated and joined the Navy as being very satisfactory.

7110. That is 10 per cent.?—Yes; and the 10 per cent. for whom we found situations. You cannot do more for a man than find him a situation, and see that he starts there; that is all we set out to do.

7111. With regard to the remainder, you think they have been successful after leaving the colony on account of their conduct in the colony; perhaps they are converted?—They may not be converted.

7112. You say their life has changed, but you do not know as a matter of fact that they do not relapse?—No, sir.

7113. Now in another return you give the total number of colonists received during the year 1902-3 as 239?—Yes, sir.

7114. And in the year 1903-4, as 284?—Yes, sir.

7115. That is 523 altogether?—Yes.

7116. There are 89 in those two years who go to situations found by themselves and 54 to situations found by the colony; that makes 143 altogether?—Yes, sir, that is so.

7117. And the total number received was 523?—Yes; but you should take the number going out, not the number coming in.

7118. I am taking the total number received during the year?—If you take the total number discharged that will give you the true figure for the percentage.

7119. Well, what is the total number discharged?—231 in 1903, 253 in 1904, that is 484 as against 523 received.

7120. Well, it comes to very much the same, that is about 25 per cent.?—Of course these are the two years following on the two years that I have just given you, and I have not compared the percentages.

7121. I am not trying to make out any case against the Salvation Army; one knows the difficulties of the men you have to deal with, but one does want to find out what chance of success a man has after he has been in your colony for some time?—Yes, but it strikes me that the percentages of this recent return are very much like those we have just considered.

7122. Well, 55 per cent. of success was claimed?—As far as I understand it we have got three statements; you start with the statement made by Sir Walter Besant six years ago; I have submitted a statement dealing with four years ago, and this further return is for the last two years. Every year varies according to the character of the people coming in. The 55 per cent. was right enough at the time, but I have not got the figures that are behind that.

7123. This pamphlet is going about everywhere and being read, claiming 55 per cent. as successes, and it is not pointed out that the figures have changed?—But probably the Vagrancy Report will be going about presently, and these figures will be up to date. It is a matter of working out the percentage.

7124. Could you let us have these percentages up to date?—Yes, I will do so. (*See Appendix XXIV.*)

7125. I think you said you were not very much in favour of the way-ticket system for England?—No, sir.

7126. At any rate not for ten years at least?—Yes.

7127. That we were not ready for it?—That is my opinion.

7128. Is not that opinion rather formed on your experience of the London vagrant?—No, sir; I have made inquiries; I know England fairly well and I have conferred with people in Newcastle and Liverpool, and the East and the West.

7129. I rather understood from an answer you gave that your opinion related more to the London vagrant than to the country vagrant?—No, my recollection of what I said is that the ticket would be of no use to them because a great many of them are inefficient and they are habituals.

7130. And you extend to the whole of the country your objection to the way-ticket system?—As far as the casual wards are concerned.

7131. Would you object to the way-ticket if it were worked on a different system?—No, sir.

7132. You object to it on account of the casual ward?—If it was to be worked in conjunction with the casual ward, I do object to it.

7133. Supposing there were no casual wards, have you considered how this system would be worked; would you adopt the Swiss system?—Well, you have got to discriminate between what appears to be a *bona fide* working man and an habitual vagrant. You must settle that at the starting point; that is my contention. Now I say for the men who go to the casual ward the ticket system is not at all what they want.

7134. A man would have to get his ticket before he starts on his journey?—Yes, and he would keep it so long as it suited him.

7135. Do you not think that if a man had not got his ticket it would be a case for suspicion that he was not a *bona fide* wayfarer?—But he could easily go and get another ticket. The man is going to keep a ticket as long as it suits him; when it does not suit him he is going to throw it in the ditch or on the fire.

7136. You think that a way-ticket worked on the Poor Law system is not very valuable?—I do not see that it can be worked or that it is any use for this reason; where you have the ticket system on the Continent the man must have his identity papers; that is his basis; you have got no such basis in England.

7137. Would you like to see identity papers introduced in England?—No, sir.

7138. Not even in ten years' time?—No, sir, because it would have to apply all round.

7139. Do you think the way-ticket system worked through the police would be open to the same objections as if worked through the guardians?—There again it depends upon the classes; a decent working man would not object to go to the police.

7140. You think it would be an advantage, if the way-ticket system were applied in England, to work it through the police?—If you issued the ticket to the best man he would have to be a householder but it is not for him, it is for the casuals. Then my contention is that you have got such an excellent service of railway trains that it is far cheaper to put the man on the rail.

7141. I am not talking of the man who belongs to a trade or benefit society of any kind, or who has friends who help him on his way if he is in any need; I am talking of the man who has no means at all and wants to go to Newcastle say from London; is it an advantage to him that he should go to the police who would make the necessary inquiries and give him a ticket to pass him on to relief stations or casual wards?—My way of working it would be that if I had a man in London who had a prospect of getting work in Newcastle, I would put him on a Newcastle boat.

7142. You would pay his expenses?—I would, and I would ask the nation to do the same.

7143. You want some starting point?—Let him go to the police.

7144. You have no objection to the man getting his way-ticket from the police?—None, but I would make it a boat ticket.

7145. You would send him the shortest way whether by railway or boat?—Yes, sir; if the man is *bona fide* I would not bother; one can get from one end of England to the other so cheaply and quickly.

7146. (*Dr. Downes.*) You would not be averse to passing a man on by some process?—No, sir, the quickest possible process, the pneumatic tube.

7147. (*Sir William Chance.*) I understand you want to have the Vagrancy Act of 1824 extended?—Yes, sir.

7148. And you have given in your statement a rather full list of people whom you think should be included under that Act?—Yes, I take it of course there would be an attempt to make a new definition. The amendment that we put forward does not make any provision for a new definition.

7149. It leaves the old definition as it is?—Yes, sir.

7150. You want to have the definition extended?—Yes.

7151. I will go through the different classes mentioned in your memorandum to which you want to extend the definition?—Yes.

7152. You retain all the old definitions, that is the idle and disorderly persons, rogues and vagabonds, and incorrigible rogues?—Yes.

7153. Then you want to extend the definition to work-house ins and outs?—Yes.

7154. You are not going to call all those people vagrants or incorrigible rogues?—No, sir. I would call them unemployable. That is a matter for the lawyers really.

7155. That is a matter of the title of the Act; you could hardly call it a Vagrant Act?—Well, amendment of the Vagrancy Act.

7156. Then you would include women with illegitimate children?—Yes.

7157. And able-bodied paupers, unemployables and feeble-minded?—Yes.

7158. Deserted vagrant children?—Yes.

7159. And voluntary entries; that is a man entering the colony voluntarily?—Yes.

7160. Then you have a certain class of offenders; these are prisoners I suppose who have been convicted?—Yes sir, or who may be charged with some petty offence and who may have been up repeatedly; give them seven days hard labour for the offence and a year in a labour colony with a view to reforming them.

7161. Supposing all these people were dealt with in a labour colony, you would relieve the boards of guardians of every undesirable that they have at the present moment?—Yes, sir.

7162. And you will leave the workhouse practically an old age house or hospital?—Yes.

7163. That is to say you want an entire reform of our workhouse system?—No; you would draw out from it certain classes who ought not to be there. If it results in reforming, why that is a result, not a reason.

7164. I think boards of guardians would be very pleased?—Many of them of course would, for the ins and outs are very numerous.

7165. Have you any free shelters at all in London?—No, the workshops are free of course, but there are no free shelters.

7166. I daresay you know that there is a great prejudice among employers in the countries which have labour colonies against taking men who have been in a labour colony?—Yes, in some parts.

7167. I daresay you have read that in reports on Germany and Switzerland?—Yes, sir.

7168. It is extremely difficult to get employers to take men from a labour colony?—In Switzerland, I understand, they have not that difficulty, but that is because the country generally is prosperous.

7169. You have seen Mr. Preston-Thomas' report upon the Swiss colonies?—Yes, sir.

7170. I think they have found that difficulty in the case of some of the Swiss colonies. Did you say the other day that you wanted some other institution outside the labour colony so as to get rid of the taint of the colony before a man was sent to employment?—Yes, sir, and to help in his discharge generally.

7171. That rather shows that there is an idea in your mind that there will be difficulty in disposing of these men directly from the colony; you want some kind of—I think you used the phrase—"discharge machinery"?—Yes.

7172. What would that "discharge machinery" be?—Well, sir, for instance take Merxplas; if, instead of keeping the man there until his period of detention is complete, they had some institution in Antwerp or Brussels, wherever it was most convenient, a small home with accommodation varying according to the size of the colony connected with it, say for twenty, then instead of a man being discharged from the colony with £5 or £10 in his pocket which all goes in ten days or a fortnight, when he comes back again, let him leave when he has £3 or £4, and go into the town under supervision and stay in the home; let him report himself there at night, and sleep there, and if he has prospects of work pay his way to any part of the city where he is likely to get work. If he does not find work in a month or any fixed period, let him go back to the colony again. The officer, whoever he was, in charge of the home, would become a labour bureau, he could be on the look-out, and would know beforehand who was coming, and make arrangements for them. That is what we have done frequently as far as the men at Hædleigh are concerned. We availed ourselves of the labour bureau in Whitechapel. I would send a man into London with a list of a dozen men ready for discharge, the man himself also looking out for himself, and he would go the rounds of employers of labour and succeed probably in fixing up two or three people and himself. After he had fixed himself up, I would send another one on the same errand with another dozen names and he would go the rounds. I would make that so to speak a prominent institution.

7173. Then you do want an intermediate institution between a labour colony and free life?—Yes, sir.

7174. That, of course, is very important as bearing on the expense of establishing a labour colony; the intermediate institution would be an additional expense?—Yes, but I would make the man pay that; I would not let him come into the city until he had money to keep himself there.

7175. You think that the institution would be self-supporting?—Yes, sir, because you would not let the man go unless he was a fit man. One proof of his fitness would be that he had earned money and he had money to his credit in the colony, and you therefore help him to spend it. If he does not spend it wisely he will spend it foolishly, therefore I would help him to spend it wisely. I would not give him the right to draw that £5 and do as he liked with it.

7176. (*Dr. Downes.*) I understand that the Salvation Army has no free shelters of its own?—That is so.

7177. There are some free shelters in the East End of London?—Yes, sir.

7178. Does the Salvation Army give any free food?—In cases of extreme urgency and destitution they would.

7179. There are agencies that give free food on a considerable scale, I think?—In special circumstances; for instance the children, and during the past winter to meet special distress, but our practice is nothing for nothing.

7180. The intention of your shelters, I understand, is to act as an inducement to get the loafer off the streets so

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as to get hold of him ?—Well, they were created in the first instance because the people were on the streets ; they were opened to meet a pressing need.

7181. In the first instance, how was the money provided ?—Out of the Darkest England Fund.

7182. Then it was from charitable funds ?—Yes.

7183. It was free to the recipient ?—He paid for it.

7184. Have they always paid ?—Yes, sir, the workshops of course are free ; a man's destitution is the test.

7185. Assuming that the intention was to provide the man with cheap food, we will say, is it not a fact that the cheaper the food and the cheaper the shelter, the more loafing is rendered an easy business ?—Yes, sir, I agree it may be.

7186. And loafing is not a desirable business either for the community or for the man who loafs ?—I agree. As I have already explained, the shelters must pay their way, including the food and all legitimate charges.

7187. If there is evidence to show that cheap food and cheap shelters, or free food and free shelters, lead to an increase of loafers, would you not consider that it is time to consider the position of the free shelters and the distribution of free food ?—Yes, sir.

7188. If there were evidence that loafing was increasing ?—Yes, if by reason of those agencies.

7189. You would admit that it was necessary to deal with them ?—Yes. Of course I would have to be satisfied that it was these agencies that were causing that. I think there would be great difference of opinion ; some great authorities urge that some other steps, viz., taxing food instead of taxing the shelter, would prevent a great deal of distress from lack of employment.

7190. Supposing that society says, we will not have people loafing about the streets all night habitually, and that the police were empowered to deal with the habitual loafer, could not your shelters become a sort of receiving houses for such cases ?—Yes, I think so. Of course that is done now to a certain extent.

7191. Yes, but the man can come and go ; assuming a condition of things where he is brought to you and he cannot come and go ; that is to say perhaps being brought to you pending remission to some colony or whatever it may be ?—Oh, yes, sir, we would co-operate with anything like that, because that is the object with which we have undertaken all this work, the permanent helping of the man.

7192. I think you find the earlier you can get hold of a man on the down grade the easier he is to deal with ?—As a rule.

7193. That is to say the old workhouse hand or the old casual ward hand is a more difficult person to regenerate and re-establish than a fresh comer ?—Yes ; but he gets very sick of the workhouse and he is glad of the change.

7194. Do you find at Hadleigh that it is more difficult to provide work as time goes on ; I understand for example in starting a new colony there is land to be reclaimed, roads and fences to be made, and houses to be built ?—Yes, sir.

7195. But after a time you have done all that ; do you not find there is a limitation in the work as time goes on ?—There will be a natural limitation, but we have not arrived at that point yet at Hadleigh.

7196. So that the original accommodation of a colony would not necessarily be its ultimate accommodation ?—No ; but if you have a definite design before it started you could regulate the number to suit your convenience. What I mean is, if you had 200 acres, or 2,000 acres, any given quantity, you would say after this is under cultivation, and laid out in a certain way, it will carry so many ; you could regulate your capital expenditure, and your improvements in such a way that you could start with that number and finish with that number.

7197. You could look ahead ?—Yes, sir.

7198. It would be desirable therefore not to embark on costly permanent buildings, if you were not sure of your ultimate accommodation ?—That is so.

7199. A contractor who is making a railway does not put up costly buildings ?—He would probably put up even cheaper buildings than we have at Hadleigh.

7200. That is one reason for inexpensive buildings at such a place ?—Yes, because you are bound to vary your plan as time goes on, even with the most careful foresight.

7201. When development work becomes more scarce have you other outlets for the work of your colonists ; take for example, Hadleigh ; you have not so many roads to make, you have not so much land to reclaim, your sea walls are in good order ?—That is not our position yet unfortunately ; that is to say, we could plant a great many more fruit trees.

7202. You have not come to the end of the development ?—No, sir.

7203. Have you had in your mind any possibilities of the kind I am indicating after development has ceased ?—Yes, of course it is not for me to say, but we would probably sell part of the estate and let it off for building ; it has grown into a valuable estate for building purposes, and perhaps we would buy another colony elsewhere ; that is quite within the range of possibility.

7204. Assuming again for the moment that there are colonies to which people can go voluntarily, and colonies to which people are sent compulsorily, would you run those together under the same administration, or would you entirely separate them ?—I would have them under one administration, closely situated ; I would have them separated and yet in close proximity.

7205. In touch, so that you could work one in with the other ?—Yes, sir.

7206. What staff of permanent officers do you find necessary at Hadleigh ; that is to say, what is the percentage to the number of colonists ?—It is difficult to give a percentage because of the varying conditions. For instance, this past winter we have had men in connection with the Central Unemployed Committee down on special work ; we had men from the *Daily Telegraph* fund being trained for emigration, and previously we have had men from the Mansion House fund, so that this has materially altered the standing percentage. I have submitted a return showing the number of officers. (See Appendix XXIV.)

7207. On the present staff ?—Yes, and its disposition.

7208. Some of the inmates are promoted to semi-official positions, are they not ?—Yes, sir. The present position with what we regard as the average conditions at Hadleigh is about 250 colonists and 50 employés.

7209. Are those 50 the promoted colonists ?—No ; 15 of them are ex-colonists appointed because of special ability, 30 are from outside having special qualifications to meet the requirements of the colonists' work. Then we take the women and the children by the hour for work in connection with the vegetables and the fruit-picking season.

7210. Do the promoted colonists help to maintain discipline ?—Some have special ability in that direction, as well as special aptitude in industry.

7211. I take it you regard it as an important element in your administration that these men exercise special influence on others which permanent officers could not ?—Yes. We keep them and transfer them ; perhaps we might take a man from the City.

7212. Now as to the food ; you have, I believe, a minimum which a man may earn ?—Yes, sir.

7213. Have you any return of the actual amount of food which is consumed in the colony ; that is to say the amount of bread, flour, meat, etc., consumed in a given six months or other period ?—I have not such a return.

7214. Would your books show ?—Yes.

7215. And the average number of inmates in the same period ?—Yes, sir.

7216. Could you favour me with that information ?—Yes.

7217. I want to know the average number of inmates and the gross quantities of food consumed ?—Yes ; it is all worked to scale ; there will be no trouble in getting out the figures. (See Appendix XXIV.)

7218. I understand that, starting with this minimum, you have a food store at which a man may purchase from his earnings any additions ?—Yes.

7219. You have, I think, a system of tokens ?—Yes.

7220. Do you prefer tokens to money?—Yes.

7221. There is a difference of opinion I believe in some places about that, but your experience is in favour of tokens?—Yes.

7222. Have you tried money?—Not entirely; we have tried it; now it is part money and part tokens; that is to say a man may buy food or clothing with tokens or money; he may buy anything with money, but he may not buy food at the stores with tokens; he must go to the dining-rooms to buy food and to the stores to buy a handkerchief.

7223. The possession of a little money may be a useful test of the man's stability?—That is the idea. We give him sixpence first; if he spends that wisely it may be increased; if he spends that foolishly it will be stopped for a month.

7224. What do you do with the man who will not work: who will not earn his minimum of food?—Well, he discharges himself.

7225. What is the inducement that makes him go?—Reduction in the ability to purchase food. He would be given piecework, a certain amount of work to do; if he does not do it, his tickets are gradually reduced.

7226. He may reduce himself to a state when he is really almost starving if he is obstinate enough; do you ever get a case like that?—No.

7227. They do not go to that point?—Oh, about a day is enough.

7228. Have you any system of medical examination of a man as to his fitness for work: supposing a man says "I am not fit to do this spade work"?—Then he would see the doctor at once.

7229. Does the doctor attend daily?—He comes to the village daily and we telephone when we want him. We have very little sickness.

7230. Have you any work for what I may call a partially disabled case, say, a man who is ruptured?—Yes.

7231. What do you do with him?—He is put on the poultry farm or time-keeping.

7232. Or the bird-scaring business?—Yes.

7233. You have, I think, a receiving farm and a main farm at Hadleigh?—Yes; but for these two years the receiving farm has been very largely in a state of suspense because of these men coming from the Mansion House fund.

7234. Formerly the worst men did not get beyond the receiving farm, I take it?—That is so.

7235. But in your return they are all included?—Yes.

7236. Of the admissions, I see a certain proportion, about 17 per cent. had been previously admitted?—Yes, sir.

7237. Do you know if any of those who make up that 17 per cent. had gone away to situations and had failed to get or keep them?—I could not say; I could find out with regard to them definitely.

7238. If you could follow out these previous admissions, as to whether any of them were persons who had been set on their legs by you but had not been able to stand, it would be useful?—Yes, I will obtain this information (see Appendix XXIV).

7239. (Captain Eardley-Wilmot.) You say that in your colony if a man will not work he discharges himself practically?—Yes, sir.

7240. How would you make that apply in a compulsory colony; he would not be able to discharge himself?—No, sir, but I do not anticipate any difficulty.

7241. Would you work by punishment or persuasion?—Persuasion.

7242. And you think you could manage it?—Yes; it is no good punishing a man; I would punish him by denying him the luxury of work; "Well, you must not work; we will keep you without work." He would fret and pine away.

7243. Would you shut him up by himself under those conditions?—Probably.

7244. You stated that if colonies were started under the Vagrancy Bill, 80 per cent of the men in the vagrant

wards would voluntarily go to them?—Well, I spoke of Mr. David C. Lamb. London and the vicinity.

7245. Why should they; what would be the attraction?—Because they are sick of the casual ward; they do not want to be there. 30 May 1905.

7246. The pleasure of their life is its freedom of living, is it not?—They are past that, sir; the man who has that luxury does not go to the casual ward as a rule.

7247. In the country we know they go round and round; they have regular beats; they go from casual ward to casual ward simply for the pleasure of being on the road; would they be ready to go to a colony voluntarily?—Yes, the casual ward habituals.

7248. The same men come time after time to these casual wards?—Yes.

7249. They are in considerable number, are they not?—Yes.

7250. Do you think they would go to a labour colony and give up their present life?—Yes.

7251. You think they would come and commit themselves for a year?—Yes; especially if you open about October or November. It would be rather more difficult this weather.

7252. At the end of the year do you think you would have had such an effect upon them that they would take to ordinary work, or would they revert to the road, or come back to the colony for another year?—Are you speaking of the 80 per cent.?

7253. I am speaking of this 80 per cent. that you think would desert the casual wards?—I would not let them go; I would re-commit them.

7254. Re-commit them compulsorily?—Yes.

7255. You think that first of all they would go there voluntarily for their year?—Yes.

7256. Then you would keep them compulsorily?—Because I assume that they would be to a large extent hopeless from the point of view of ever being able to undertake active service in civil life.

7257. At your receiving home at Leigh Farm, what number can you provide for?—For between twenty and thirty.

7258. Between twenty and thirty men only?—We have had thirty in it.

7259. It is a very small drop in the ocean, is it not?—It is, but then again we do not want too many there. For instance, when we have more workhouse men than 25 to 30 per cent. they become troublesome. We can absorb that number and carry them, and the same with people from prison; it would be the same with these vagrants.

7260. With regard to the religious services, the questions asked you by Mr. Simpson referred to the present colony, of course?—Yes.

7261. How would you work that with people detained compulsorily: they would not be allowed to go out of this ring fence to attend service by themselves?—No, I do not know; it would depend upon the man to some extent.

7262. Otherwise, the only service held in that compulsory part of the colony would be your own service, I believe?—Yes; I think it would meet most difficulties. What I mean to point out is that at present in prisons and institutions of that sort it is made rather a strong point that a man should attend a service of his own particular religious persuasion.

7263. Would you allow ministers to have access to the people of the particular persuasions?—Yes.

7264. And hold services, if there were enough colonists of that particular religion?—Yes.

7265. (Captain Showers.) You said just now that if a man belongs to a particular persuasion—if he is a Roman Catholic we will say—you let him go to Southend; how are you sure that he goes to church and does not only take a walk?—Well, if he comes back not smelling of beer, we would take no steps unless we suspected him; we would trust him.

7266. What sort of work is done by the better class of the colonists; for instance, doctors and solicitors?—They work in the market garden; and this is a curious

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thing I found out in that connection, that if I grouped them in what was called the "Gentlemen's Brigade," they would do more work after a time than any same number of men on the colony. They worked with intelligence and their work was well done. Two or three fellows would do two or three times the work of ordinary agricultural labourers after they had got into it.

7267. What is the full number that your colony could hold at present?—400 colonists and ten or a dozen families. That is apart from employes of course.

7268. I have heard it stated that the colony undersells some of the small shops in sugar and currants, and so on; that at certain times you get overstocked and you let articles go at a lower price?—It is not so; the man who has charge of the stores cannot alter the prices without the consent of the management.

7269. But might not the management give him orders to get rid of the old stock at a lower price?—No; what it would do would be to work it off on the colonists. There has been a little jealousy and really the boot has been on the other foot; the shopkeeper in the village has undersold us. It is not necessary for us to do that at all; we have advantages that he has not. We have always insisted that the goods we sell should fetch the price in the village, and we sell at the same rate. We could afford to sell more cheaply because we buy better than they do, but we do not. As a matter of fact, Hadleigh has been rather overdone with shops.

7270. Have you had any other complaints as regards goods sold at the colony?—No; we have had complaints with regard to the produce of the colony which is another thing, of course.

7271. The produce of the colony you dispose of at Southend and places of that sort?—Yes.

7272. And you are able to sell it probably at a lower price than the market gardeners could?—No, I do not think so; in fact our experience has rather been the other way; we have been able to obtain better prices; we aim at producing a good thing; you get a better price for a superior article and it may still be cheaper.

7273. But you do not get lower prices?—I do not think so. There is bound to be a little competition and the market must be affected by the supply and the demand; in fact we have to buy in London to meet the needs of Southend.

7274. Do you contract with Southend to do it?—We have our own market in Southend; we have our own store and we distribute the goods there, which enables us to regulate the market; we are not bound to sell at any price.

7275. If you regulate the market you can bring the others down?—The regulation of the market was rather the other way: to prevent the shopkeepers bringing us down. They rather forced us to do that; we made a rule for our own guidance that we would not bring any stuff back.

7276. You get rid of it there?—To protect ourselves we had to have a store.

7277. Your colonists at Hadleigh earn gratuities ranging from 6d. to 3s. a week?—6s. to 7s., some of them.

7278. Do any of these men bank the sums with you?—Yes.

7279. Now is there any interest given on their deposit?—The same as the post office; a great many of them do bank with the post office.

7280. Is it not a fact that discharged colonists sometimes hang about the village for days?—Occasionally, yes.

7281. Do you not sometimes, rather than have them hanging about the place in that way, actually pay their railway fares to get them away to where they want to go?—No; the rule that governs matters of that kind is that if we have succeeded with a man he passes off to where he is likely to continue; if he fails, we must take steps to get him back to where he started.

7282. You send him back to the place whence he came?—Yes; we cannot compel him.

7283. But you do that rather than that he should hang about and perhaps contaminate the rest of the

colonists?—Yes, it is not only if he has failed that we must send him back. Even if a man has earned money I have refused to give it to him and he has threatened all manner of things. I have told him "I fear God and honour the King, but I am not going to give you this money. If you go to a magistrate and get an order compelling me I will pay it, but not till then." "But" he says, "I have earned it." I say "All right." And he has threatened various things, but I have waited. Otherwise, he would go and spend the money in the public house and be a nuisance not only to himself and the people in the village, but probably to our other men.

7284. Do you not rather discourage the police in uniform visiting the colony?—Yes, sir.

7285. I suppose you think it would have a bad effect upon your colonists?—It might have a bad effect on the police, too. There are two views; it would have a bad effect on the men, and there is no need for the police being there.

7286. You would call them in if they were wanted?—Oh, yes; then when they have had to effect an arrest, which is very often the case, I have preferred that that should be done at the head office.

7287. You bring the man to the head office and then if it is necessary to arrest him, he is arrested there?—Yes, we give every facility in that way.

7288. I understand that formerly you had in your colony many men who had fallen from good positions mainly through drink?—Yes.

7289. In most cases, I suppose, they were paid for by friends or relatives or subscribers?—No, many of them came after they had absolutely drained their friends. That is the unfortunate position we are in: that you will get friends to give them very often £1 a week to keep them out of the way and then when we take them we cannot get even a shilling.

7290. How much a week do the friends of the people generally pay you for this sort of people?—Oh, sometimes from 5s. to 15s. Of course they pay as much as 30s. in the inebriate home.

7291. That is in Victoria House?—Yes.

7292. Do you take many of the colonists at a certain payment?—Yes, we take them for nothing up to 15s. We have a man now for instance who is a time-keeper, he is an employé; when he came first to us he was one of the "Gentlemen's Brigade," he had a small income of his own, and paid us 15s. a week for the privilege of working; he could work and did work.

7293. Did you oblige him to work at the same time?—Oh, yes, he had to turn out in the mornings; I have seen him on the dunghill at 6.30 a.m. He is an employé with us now and we are paying him about 30s. a week.

7294. You got him out of his drunken habits?—Yes, he has thoroughly recovered.

7295. Now he is a decent member of society and you are paying him instead of his paying you?—Yes.

7296. Is it not the fact now that the majority of your men come from the workhouse?—No, sir; the percentage that came from the workhouse last year was 32; that is high, the year before it was 20 per cent.; it varies from 35 to 20 per cent.

7297. And you get from 7s. to 10s. a week for their keep?—Yes, sir; the total amount received last year from poor law guardians and the friends of the colonists was £419.

7298. What proportion of the colonists are men for whom you receive no payment?—70 per cent., I should say; it is the exception rather than the rule for us to get payment.

7299. During the winter of 1903 I think you had 150 men sent down from the Mansion House?—Yes, sir.

7300. For those you were paid about 10s. a week each?—Yes, sir.

7301. How did you find that these men worked?—Fairly; that is to say we would not have employed them as an employer of labour would have employed them.

7302. Quite so; but could you make them work?—Oh, yes; but as I say we would not have employed them. They did what they could, but they knew they were being

paid for. Now this year for instance, we had men also from the *Daily Telegraph* fund, but they knew that their emigration to Canada depended upon their work and their behaviour, and there was as much difference between the central committee's men and the *Daily Telegraph* fund men as there was between the ordinary colonists and the central committee's men.

7303. Because they were really working for an object ?—Yes.

7304. I heard that the Mansion House men did not do much work because they knew you were paid 10s. a week for having them ?—Yes, we have the same difficulty with workhouse men.

7305. I also heard that these men frequented public houses a great deal in the evenings and on Sundays ?—A few did. I would not like to say a great deal. Some did, and the winter before last was worse than this last winter. We sent a whole lot back on one occasion; twelve of them came and at once went straight to the public house, and we put them on the train and sent them back.

7306. (*Mr. Davy.*) Were those "unemployed" ?—Yes.

7307. Not workhouse men ?—No.

7308. (*Captain Showers.*) Are you aware that many of the men that were sent down by the Mansion House fund actually terrorised their wives and got from them some of the money which the Mansion House committee were giving the wives to keep themselves and their families ?—I do not know how it was done but many did get money.

7309. Is it possible for the colonists to rise to a better position in the colony ?—Oh, yes. A man may enter on the very lowest grade and rise to practically the highest.

7310. He gets taken on as a ganger at so much a week ?—Yes, sir.

7311. So that he is really earning wages ?—Absolutely.

7312. If they wish, can they have permanent work there ?—Not if they wish; if we wish.

7313. That means to say that if they were capable men you would give them permanent berths ?—Yes, if they were worth it. We have fifteen just now that we regard as on our permanent staff.

7314. And they are men who have risen from the lower ranks up to what they now are ?—Yes; in one case I think it is a workhouse man.

7315. Did the men that you received from the Mansion House fund make any difference to the old colonists: did you have to get rid of some of the old ones to make room for the new paying men ?—We did not get rid of any; we rather regulated our incomers at the early part of the season.

7316. But you had to make room for the incomers to a certain extent ?—We were approached early in the fall with regard to what provision we could make in the event of the central committee or the Mansion House fund being in a position to send men down, and we restricted our admissions over a certain period in order to meet the emergency. We did not discharge any.

7317. I understood that at the time you took that 150 from the Mansion House fund you had to turn off a certain number of men to make room for them, and that as these men remained hanging about the place you sent them back whence they came and paid their railway fares ?—There were other reasons for the men leaving then.

7318. Did the Mansion House scheme make any difference to the old colonists ?—No, sir; except that these fellows came down with somewhat superior airs and did not do as good work as some of the old colonists, and we had to separate them entirely in the work.

7319. You had to separate them ?—Yes; and from the point of view of the main principles of the colony it was to some extent demoralising. It changed the character of the whole; instead of being a reforming elevating influence, it turned it into a makeshift for an emergency.

7320. It had a very bad effect upon those men who were obliged to work ?—Yes.

7321. You kept some of the new comers apart so that they should not demoralise the old colonists ?—Yes; the moral effect upon the colony was not good; they were not so subservient to discipline.

7322. Are you in favour of taking men of this sort, for whom you are paid, when their influence is likely to demoralise the rest of your colony ?—Taken by itself, no, sir. But when you consider the larger questions bearing on the unemployed, we could not well object. We had the facilities for an effective demonstration of what could be done, and the representations made to us were of such a character that we could not very well, even with all the disadvantages, say no.

7323. I suppose the 10s. received in these cases more than covered the cost of the board and lodging ?—As a matter of fact, the Mansion House people suggested that they might have credit for the value of the work, to which we said "All right, we do not mind at all, we would divide it if you would take a share of the other risks and the trouble." The fact of the matter is that a colonist who had been there for six months and paying nothing was worth more than a man for whom we were receiving 10s.

7324. What did you do with the families of those who came to you ?—Well, we did not touch them. The committee that sent them to us dealt with the wives and the children; we only took the men and kept them there.

7325. None of the families came to you ?—No.

7326. But you do have colonists with families at Hadleigh ?—Yes, sir.

7327. And do you find that works well ?—Well, of course what follows usually with a married man is that he will come to us first, being probably sent by his friends who are glad to get rid of him. His wife is better off without him. If he works satisfactorily we hold out the inducement to the wife that she may ultimately come down and settle; they will then be together for a little while and then they go back to their friends.

7328. Do you fix them up in a house there ?—In a cottage; the furniture is usually supplied partly by ourselves and partly by the men in the colony. We make a special collection; they will all subscribe to help a fellow to get his wife and his children down.

7329. The colonists themselves ?—Oh, yes; we would take up a collection and invite gifts of chairs, and food and anything from the houses in the neighbourhood. I have raised on a Saturday night without any difficulty as much as £6 and £7 to furnish a home to get a man and his wife reconciled.

7330. You mean in the village of Hadleigh, as well ?—Yes, but a certain proportion of it from amongst the men. If a man had been there for six months and was getting on well, he would mention it to the set that he was moving amongst; some of them would take it up a month in anticipation perhaps; they would put their heads together put down £1 or £2 from a gang they were working with; others would give 6d. or less.

7331. Do you find the wife and the family hit it off with the other colonists; does the wife mix with the other colonists at all ?—Yes; she may live in the village of Hadleigh, they may take a house there.

7332. Do you provide a house there for him ?—Yes, or give him a cottage on our estate. We pay him a fixed salary, or put him on piece work, and then the wife lives as if she was not connected with the colony at all.

7333. Does that work out very satisfactorily ?—Very satisfactorily, not only in the individual cases, but in the wholesome influence that it has among the others.

7334. How long do the families usually stop with you ?—We reckon fifteen to eighteen months before you get a man and his wife in and out; that is to say, six months the man must be there to prove himself, six months the man and wife together, then three to six months before you get them moved on.

7335. When you say "moved on," do you mean to some place where there is work ?—Yes, or they may find work for themselves. I have cases in my mind now where they have gone back to work in the town, or they have gone back to their friends, or they have emigrated.

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7336. How many married colonists with families can you take at Hadleigh?—From ten to a dozen we can take; the last three years I was there I think we had usually about ten in the year.

7337. (*Chairman.*) When you were here last time you were good enough to say you would provide us with some particulars, which you have done. But there are one or two matters which I asked for that I do not find here, and I daresay you may be able to tell us off hand. In the first place, what is the composition of the actual staff at Hadleigh?—The head office staff consists of seven.

7338. Then would you kindly tell me what that seven includes?—There is the secretary for the industries, that is the brickfields, and there is the financial secretary, the accountant, the cashier, a shorthand and another clerk, and an inquiry officer.

7339. Then you yourself, I suppose, are the head and chief?—I am not now, sir; I was for five years.

7340. Is there a resident governor?—Not at the moment.

7341. Who is the acting governor at the present time?—One of the secretaries.

7342. One of the resident secretaries?—Yes.

7343. Then who is the chief supervisor?—There is a council in London, of which Mr. Bramwell Booth is the chairman, and they meet weekly either on the spot or at the head quarters in London.

7344. Then at the present time there is not any actual governor of Hadleigh?—No, sir.

7345. (*Sir William Chance.*) Are you on that council?—No, sir. Our system is one of moving on; my term is over.

7346. (*Chairman.*) In your return you give the value of the agricultural produce as £9,354; I take it that includes the market garden produce?—Yes.

7347. As regards your inebriate home, are the inhabitants of that home kept separate from the rest of the colony?—Yes, sir. The home stands on 15 acres of its own ground quite apart from the colony. Some of the inmates work on the colony, but that is a matter of arrangement.

7348. Men who exhibit self-restraint and so on, you would allow to work on some part of the land?—Yes.

7349. Has the inebriate home been successful?—We regard it as so.

7350. Does the Home Office Inspector of Inebriate Homes inspect your home?—Yes, sir.

7351. Now what do you put down as the average value of a man's labour in the colony per day?—That is a very difficult question; I have tried to answer it in a statement.

7352. Are they worth 1s. a day, take them all round?—Not to begin with, sir; they would cost 1s. a day.

7353. Of course, a man who is a fairly good hand with a spade will earn a good deal more than 1s. a day?—Yes, sir; on the other hand, I have now in my mind a case of a man from Manchester who came to us; he did his best, and was paid the minimum irrespective of his work. Then he got a bit independent, and he thought he was not having enough. I told the market garden superintendent to give him piece-work. Now that man's earning for the first day of piece work valued at the same rate as any outsider would be paid, was 3d. and he came round to me in a great cry "Can a Christian man live on that?" showing me the 3d. token that he had. Well, as I pointed out to him, that was the actual value of his work.

7354. What was he doing?—Hoeing in the market garden. Now, he was a well-behaved man and was doing well. I just gave instructions at the office to let him have the minimum because of his good behaviour; I could not tell the market garden superintendent to give him more because that was his own choice. That man turned out all right; he emigrated to New Zealand two years ago; I heard from him last month with a remittance of £5 repaying a loan that was made to him. He and his wife are in a position in New Zealand on a sheep farm at £80 a year and all found. I had to put a matter of £10 to help him to emigrate, in addition to what his friends gave; and he has repaid me half of that.

7355. Well, there is proof that he is getting on well?—Yes, we do not keep any record of that. When the man went to New Zealand his case was closed; he emigrated, and that is the end of it so far as the records of the colony are concerned, but in the emigration office, for which I am responsible now, he appears in the loan account.

7356. (*Mr. Davy.*) When you close a man's case like that, you close it for good or for evil. If you hear harm of a man, it does not appear at all in your returns?—That is more likely to appear than the good, because of his coming back.

7357. Now, according to the return you have submitted, the total number of colonists received at Hadleigh during the 12 months from 30th September, 1902, to 30th September, 1903, was 239; and from 30th September to 30th September, 1904, 284; can you tell us what is the average number of inhabitants?—About 250.

7358. You say the total number received during the year 1902-3 was 239?—Yes, sir.

7359. The average number of inhabitants must have been very much less than that?—I have added a note to the return:—"The actual number of colonists received during these periods is considerably smaller than that usually dealt with in a year's work at Hadleigh, by reason of special arrangements made for the reception during the winter of men not regarded as colonists from the Mansion House fund and other public bodies." Therefore the two years there are abnormally small because these Mansion House men were not regarded as colonists in any way.

7360. And, therefore, these numbers have nothing to do with the Mansion House people at all?—No, sir; they do not appear there at all.

7361. From this table it appears that about 25 per cent. go to situations found by themselves, or to situations found by the colony, 15 per cent. are dismissed for bad behaviour, and there are 60 per cent. of which there is no record?—Yes, sir.

7362. Now, on the question of accounts, who makes your valuation of stock. I see on the credit side there is certain stock as per valuation?—Professional valuers. For many years Mr. Bird, one of the Inspectors of the Board of Agriculture, did the valuation; recently it has been Messrs. Kemsleys of Bishopsgate Street and Romford.

7363. At what time of year do they make the valuation?—In September. For the market garden that is a different valuation again; we have two gentlemen belonging to the Market Gardeners' Association who come down and do that.

7364. Anyway it is an independent valuation?—Absolutely.

7365. Taking the item, "Purchases, Wages and Expenses, etc.," how do you allocate the wages and expenses of the five different sections?—The requisition for wages comes in weekly; it is checked and paid; the same with regard to the tokens and food supplied to the men.

7366. Each keeps his own separate account?—Yes.

7367. How do you divide the amount paid for the central staff supervision?—That is a separate charge.

7368. Does it appear on this account or on any account?—It is on the next page after the inebriate home; it appears as administration and management expenses.

7369. Does not that include the inebriate home too?—No, sir; the inebriate home is an item by itself, viz., maintenance and expenses, £1,563 0s. 11d. Then there comes "administration and management expenses," that is of the farm colony—printing, stationery, postage, salaries, etc.

7370. Then these items under "administration and management expenses" all belong to the farm colony account?—Yes.

7371. Not the inebriate home?—Well, we regard it as part of the farm colony account.

7372. Those expenses include the expenses of the administration of the inebriate home?—Yes. Take the inebriate home out; it does not make any difference to the income and expenditure—it just pays its way.

7373. So that in calculating the total loss on the working account of the farm colony the sums amounting in the aggregate to £4,228 odd are included?—Yes, sir.

7374. Now I see your total loss on the working account for that year is £1,373, excluding administration expenses?—Yes, sir. That is after allowing for the value of the work done.

7375. That is allowing for the work done?—Yes.

7376. And the administration expenses were £4,228?—Yes. That includes management, tithe and preliminary expenses; you may go a step further and charge the depreciation.

7377. I do not see depreciation?—No, that is written off in the balance sheet.

7378. Then there would be an appreciation in the increased value of the land; that you do not bring into account?—No, sir.

7379. If we have to calculate the probable cost of an institution of this sort, your figures would show that the probable loss would be about £5,600 on the 250 men?—I have made a private memorandum on the question of cost, dealing with this (*see Appendix XXIV*).

7380. Yes, in that memorandum you allow six acres a head for each of the people?—I take the fact.

7381. I do not suppose anybody starting an institution of this sort would allow six acres a head. It would be an extraordinary price you would have to pay for housing and land to accommodate 250 colonists; it would require a capital charge of £150,000?—It all depends what we are going to do with the land.

7382. I am approaching the question from a different point of view. The loss on your 250 men amounts to £5,600?—Yes, sir.

7383. What money do you get from the guardians?—The total income from that source last year was £419, a mere trifle.

7384. That is included in the £5,600, which would amount to £22 a year per man, would it not?—Yes.

7385. That is rather what I wanted to get at?—I think it costs more than that really.

7386. Yes, it would. In this account you do not put anything to capital charges; this is merely a working account for the year; you must take into account the original cost of the land and the buildings?—Yes, that is done in the balance sheet.

7387. Are salaries included in the account?—Salaries, yes; all charges absolutely.

7388. Allocated amongst the various sections?—Yes, each section bearing its own, and that which is not sectional being charged in the balance sheet.

7389. Now what was the original cost of the land?—Twenty pounds an acre, the first cost; then we have bought a good deal since and we have given as much as £200 an acre for some; very roughly, taking the buildings and everything else, it works out at about £40 an acre.

7390. For the 3,000 acres?—For the 2,000 acres of land; 1,000 acres are foreshore.

7391. 2,000 acres at £40 an acre?—Yes.

7392. That is £80,000. In the balance sheet the cost of the land is given at £83,000?—Yes, sir; that is with buildings.

7393. And the cost of the wharf, tramway and railways, £12,750?—Yes, sir.

7394. And the cost of the brickworks at £18,286: that makes a total of £114,000; does that include the cost of the buildings?—Yes.

7395. Then for farm implements, machinery, wagons and tools, £10,874?—Yes.

7396. Furniture and fittings £907?—Yes, then there is the stock.

7397. Did not that appear before?—Not in the balance sheet.

7398. It appears in the working account, we will omit that; but there is a grand total of about £ 26,000 for land, brick works, machinery and so on. Now that land has probably very much increased in value?—Yes, sir.

7399. I mean by the labour of the colonists?—Yes, and the natural development of the district.

7400. But still you would not get any solid return for the improved value except by selling, which you do not propose to do?—Not yet.

7401. I mean to say the increased value is no immediate benefit to you?—No, sir.

7402. Can you tell me what the assessment of your land is; what is the rateable value?—I do not remember at the moment.

7403. The charge for the interest and repayment on this capital item of £126,000 would amount to over £6,000 and that added to the £5,600, the cost of working, would make the annual cost per man nearly £50?—Yes.

7404. Now as regards the accounts of the shelters, each shelter pays its own working expenses, does it not?—I would not say each does, but they do as a whole.

7405. The idea is that they should?—Yes.

7406. And how do you apportion the rent?—Each carries its own.

7407. Is the rent arbitrarily fixed, or is it actually paid?—Actually paid.

7408. Does the property belong to the Salvation Army in any case?—In some instances, yes.

7409. How do you fix the rent of that?—Interest on borrowed money.

7410. And that is covered by the 2d. or 4d. a night that you charge?—Yes.

7411. At least that is the theory; now you say that in those shelters the total accommodation is 2,417?—Yes.

7412. Can you tell me the total number of nights' lodgings that are given in the year?—We are practically full all the time.

7413. So if I multiply that 2,417 by 365 I should get something like the approximate number of nights' lodgings?—I would take it at 300.

7414. That would make a total of 725,000 nights' lodgings: and out of those there came into the colony in the year 1902-3 twenty persons?—Yes.

7415. And in the year 1903-4, 117 persons?—It does not follow that they come from the shelters; they may have come direct from the city colony workshops: the shelters in this case would include workshops.

7416. It seems to me that it is not worth while to keep up these shelters simply as feeders to the colony?—I agree.

7417. Supposing the shelters were in other ways objectionable?—As feeders to the colony they are not necessary.

7418. It is an advantage that you get a certain number of colonists from the shelters?—Yes, sir.

7419. But it is no very considerable advantage by the numbers?—No, sir.

7420. Now can you tell me what is your objection to free shelters?—We have no objection to free shelters.

7421. Is not the maxim of the Salvation Army nothing for nothing?—Yes, sir.

7422. Well, that maxim would be fatal to a provision of free shelters, would it not?—No, sir; but if a man has nothing, then our contention is that provision ought to be made for him, and we have made that provision as far as possible by providing him work in the workshops.

7423. But the people who come to your free shelters do not all get work do they?—We have no free shelters.

7424. Well then, what is the objection to free shelters?—I have no objection to free shelters.

7425. Is it clear that the Salvation Army have no objection to free shelters; anyway, they do not start any?—They do not, except that their workshops are free shelters.

7426. But there the man is supposed to pay by his labour?—The admission is for a man who is absolutely destitute.

7427. Yes, but a certain amount of work is exacted from him, is it not?—It would be, but he may have received benefit before the work is exacted. He may be in such a condition as to be incapable of rendering any service, as I have seen them frequently.

Mr. David C.
Lamb.

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Mr. David C. Lamb. 7428. And at your paying shelters you occasionally give a man a shelter for nothing ?—Yes, sir.

30 May 1905. 7429. (*Sir William Chance.*) The food and the shelters show an actual profit ?—Yes, I believe that is so.

7430. (*Mr. Davy.*) The food and shelter section show a profit even including the rent ?—Yes.

7431. What I want to know from the Army point of view is what is the objection to free shelters ?—Well, the objection to free shelters is that given under certain circumstances they may be very demoralising ; under other circumstances their lack may be a very great hardship and a very great danger.

7432. You mean that they would be demoralising at certain times in enabling a man to spend his last penny in drink instead of spending it in a proper way ?—Yes, sir.

7433. Now how would the lack of them be a danger ?—In the case of men temporarily destitute, having no resort at all to go to, who perhaps do not know of the casual ward or do not care to go there, because if they went they would be detained and denied the opportunity of looking for work.

7434. The theory of the English Poor Law is that every destitute person can be relieved, is it not ?—Yes.

7435. And you think destitute persons might not know of this provision of the law ?—I know that they do not ; and not only that, but if they did know what they were entitled to it would be very awkward for the guardians sometimes ; if the poor people did know what they could claim they could simply paralyse the Poor Law administration.

7436. Can you give me an illustration ?—Yes, sir ; fill the casual wards and when they were full demand the right to be received somewhere else ; that would be a very awkward thing ; or again, close all the Salvation Army shelters and the Church Army homes and put the inmates on the guardians.

7437. Do you think that the amount of shelter accommodation in London is sufficient for the needs of the case ?—No, London is growing.

7438. And the shelters are full, are they not ?—Yes, sir, and the conditions that brought about these are still the same ; until you get down to the root cause of the difficulty you will have a continuation of the evil.

7439. Do you think there is an immediate want for shelters in London ?—I do not know that there is an immediate need ; there is an immediate need for something, either provisional shelter or work.

7440. Or we shall have people wandering about destitute ?—Exactly.

7441. Who provides the free meals in London ?—Oh, many institutions do.

7442. Do the Salvation Army provide any free meals ?—Not as a rule ; in special circumstances.

7443. Are you not providing free meals in the Commercial Road ?—During the winter, yes.

7444. You are aware that a man could live free of cost on the meals given away ; he might use the free shelter in Medland Hall, for instance ?—I believe he could, yes.

7445. Or he might sleep out on the staircases ?—Yes.

7446. You are aware there is a good deal of sleeping out by a certain class in London ?—Yes.

7447. Does not the provision of easy shelters—I will not say free shelters—and free meals, make it possible for that class to continue their existence ?—Yes.

7448. Do you think that existence is a profitable one or a useful one, or that it is good for them, or for the State ?—No, sir, but it is better than it would be if people were left absolutely alone.

7449. What do you think would happen if they were left alone ?—You would have a little more smallpox than you have had.

7450. Smallpox only occurs in epidemics ?—Yes, sir, still it has been costly ; you would have a little more than that ; you would have a great deal more vermin in your public places than you have got ; you would have all the evils that are characteristic of that class aggravated.

7451. You think the shelters, even the free shelters, and the cheap food lessen the evils of that class ?—Yes, sir.

7452. Might they not tend to increase the numbers of the class ?—I do not think so. I have tried to see the matter from all standpoints ; I have been in the thick of it for the last fifteen years, and that is my deliberate conclusion. You must get the people back to the land, either in this country or elsewhere.

7453. Now when you discharge a man from Hadleigh, do you always pay his fare to a place ?—That is the rule. You may find in some cases, for some reason or other, we have not, but that is the rule.

7454. In the case of Merxplas, you suggest there should be a discharge home to which the colonists could go ?—Yes.

7455. The men should be gradually trained to spend their money ?—Yes.

7456. One of the colonists in Merxplas told me that when he was discharged he was to have £4, and that he would use the first pound of that in taking ship to England, because he had heard that English workhouses were very comfortable. Would you let him have his £4, speaking as an administrator and not as a patriot ?—If I were a Belgian, I think I would let him go to England.

7457. Take this point : a man having earned his money, how far would you control his expenditure of it ?—I would control it absolutely ; I would make him go my way. Since I have been there I have had an application from a man with £8, and he wants to go to Canada ; perhaps it is the same man who has earned a little more money.

7458. In your statement you say that financial provision and procedure in dealing with the vagrant question should be on the lines of the Light Railways Act ; what exactly do you mean ?—Well, sir, from our point of view the first chief difficulty would be the provision of capital not the maintenance grant. Then I ask how are you going to get the capital and what machinery do you suggest for the control of it, and after conferring with two or three people who know something of procedure they suggest the Light Railways Act as being the line along which legislation might be the most easily promoted. We suggested something else in the Vagrancy Bill.

7459. Grants from the county council ?—Or that the Land Improvement Company might have their rules modified if necessary to acquire land for that purpose, but that was simply to have existing machinery utilised ; but now we hope there may be a fundamental change in the Vagrancy Act, in which case it would be a comparatively easy matter to come up with a scheme for finance, and we think the Light Railways Act would be the best plan to follow, because if I remember rightly that Act set aside a certain sum of money, and put £1,000,000 or £1,250,000 at the disposal of the Board of Trade for the Light Railway Commissioners, three to be appointed : on the motion of a local authority or a private company an inquiry is held as you know, and then these commissioners recommend either a grant out and out, a loan free of interest, or a loan at nominal interest, or no action. It seems to me that vagrancy must be a national question ; you must have uniformity of treatment, and you must proceed by stages, and it seemed to us that that procedure was the best.

7460. That is to say, when a local authority wanted to start a compulsory farm colony, the State should contribute so much ?—Yes, sir, or if there were special circumstances you would have your inquiry and you would hear objections ; and in the same way if the Church Army or the Salvation Army wanted an inquiry.

7461. And the State would advance to the Salvation Army or the Church Army sufficient money to run a new colony ?—Yes, if they make out a case and there was need for it ; the local authorities might be asked to contribute, then you would prevent overlapping. If the Salvation Army were covering the ground they would say there was no necessity for a colony there ; if the Church Army had a home there, there would be no need there.

7462. The State finding the capital ?—Yes, sir.

7463. Would the Salvation Army guarantee the repayment of the interest on the capital ?—Yes, or whatever authority was undertaking the work.

7464. Or the Church Army ?—Yes, sir. You would not start a colony unless there was a fair prospect of its being required. Then the State would become contributors to the maintenance and out of that you would, so to speak, guarantee your own payment.

7465. In the event of the colony being a financial loss who would pay the deficit?—I do not think it can be a loss. Well, you could work it in two ways; you could either work it by a capitation grant by which the holder of the property would guarantee; you would have to be satisfied that he was capable of meeting his engagements; or if it was not a capitation grant and was entirely controlled by the State, why then you would have sufficient to guarantee payment.

7466. You contemplate the possibility of the State running entirely the whole business?—Yes, sir.

7467. In that case who would appoint the officers; who would conduct the administration—the Salvation Army?—I should say these Commissioners.

7468. Who might employ the Salvation Army?—Yes, or anybody else. As I have suggested, if the voluntary bodies did not act and there was a need, the State would have to initiate the policy themselves.

7469. To go to another point, the decision of the High Court in the case of the *Poplar Guardians v. Martin* related to the man who refused to work at Hadleigh, because he had to go to church?—Yes.

7470. And going to church was held to be an improper condition?—No, sir, I have the *Times* report here; the Lord Chief Justice held that the conditions ought to be conditions that affected the work rather than the man's conduct. I do suggest, in view of that case and the difficulties that will arise in such connection, that you should consider the possibility of some simple amendment and make provision for dealing with this class; conviction should be possible if the proceedings are instituted by the guardians when men are offered work at colonies, the bye-laws of which have been approved by the Secretary of State.

7471. As long as the colony enforces those bye-laws a man would be bound to conform to them as a condition of maintenance?—Yes, sir.

7472. You prosecute a man for neglecting to maintain himself: well, does he maintain himself at Hadleigh?—He does ultimately.

7473. Is that a difficulty in the way of letting him mix with others?—No, sir, I do not think so.

7474. You have never heard that point raised?—No, sir, because we would give such a man work that he could do, put him on to a job where he would be absolutely sure to earn enough to maintain himself.

7475. Are you in favour of indeterminate sentences?—Yes, sir.

7476. That is to say, a man is kept while he behaves himself?—Yes; make his discharge conditional upon his good behaviour.

7477. Would you fix any term?—Two or three years, and let him go up again before the magistrates; let him satisfy the magistrate.

7478. At Hadleigh how many hours do the men work?—The usual work hours are 6 to 6.

7479. 8 or 10 hours a day?—It varies a little from the agricultural to the industrial: we get in about 55 hours in the week.

7480. Do you get this number in winter and summer?—No, sir, it is less in winter.

7481. Have you the same number of men in winter as you have in the summer?—Not quite so many last winter, because of the special circumstances then.

7482. But ordinarily you have more in winter than summer?—Yes.

7483. So just the time when presumably work is most wanted you have the least work to offer them?—Yes, sir, that is one of the difficulties.

7484. That is one of the inherent disadvantages of a farm colony?—Yes, if you were laying out your estate in any way where you could save your capital expenditure, you could make your roads and drainage in the winter. We have been able to hold the balance fairly even at Hadleigh in that way, so far.

7485. The winter days are short and you cannot work in heavy wet or a frost?—That is so, but the days that a man cannot work at all are few, sir. I have

known men who have been there three months in the winter and have not lost a single hour. *Mr. David C. Lamb,*

7486. (*Sir William Chance.*) You speak of conditions bringing about the present state of things; what conditions do you refer to?—Competitive conditions and the industrial conditions of England, changing from the agricultural to the industrial and the general attractions of towns. I think that the people of the country might be much more evenly distributed, either in this country or in the colonies, and either one is the same to me.

7487. Are you one of the people who attribute the condition of things to our present land laws?—Partly; I think they might be improved. At present the quickest way out is for men to go to the north-west of Canada. I would like to see access to the land made more easy for the working men in this country.

7488. You consider that shelters and free meals must continue under existing conditions?—Yes.

7489. (*Dr. Downes.*) I see you estimate the cost of erecting dormitory accommodation at £7 to £11 per head according to the class of building; is that based on your experience at Hadleigh?—Yes, sir.

7490. And you estimate the cost of food for say 200 men at 4s. 6d. per head for raw material?—Yes, sir.

7491. And 2s. 6d. per head for lighting, cooking, etc.; that would be per week I take it?—Yes.

7492. You have undertaken to give me the gross figures?—Yes.

7493. You say that you are in favour of a man earning his food?—Yes.

7494. You think that in the labour colony provision should be made whereby the man should have the choice of food; let the value be fixed, but let the man have a choice?—Yes.

7495. That would be the stimulus to exertion?—Yes; he may not feel for instance like having a heavy breakfast—very well, let him have the benefit of that: either have the money in his pocket or have an extra bit at dinner-time.

7496. I think you said that there should be for each man in a colony a certain minimum of food by which he could keep body and soul together and keep himself in a physically fit condition?—Yes; he should have the food whether he likes it or not. We would know better what was good for a man than he would, and I would insist on him having that food.

7497. But your minimum would be a wholesome fare of the plainest description?—Yes.

7498. You give a daily sample bill of fare at Hadleigh which perhaps you would hardly call of the plainest description. I see there is meat three times a day. You would not regard that as your minimum I take it?—No, sir, that would be meat twice a week.

7499. If he wanted this diet he would have to work for it?—Yes.

7500. And he would have to buy it by the tokens?—Yes.

7501. And if he became an advanced physiologist he would not want all this meat, and possibly be all the better for it?—Yes, and take brown bread instead of white.

7502. Anyway, he would learn to live in a wholesome temperate way, and if he lived cheaply he would save so much more?—Yes. There are one or two points that I should like just to touch upon; they are rather important. In our pamphlet, "The Vagrant and the Unemployable" on page 10, there is a passage which bears directly on the present Bill for the unemployed. This was written two or three years ago. I do not want to pose as a prophet, but my attention has been called to it in several quarters. "An uneasy feeling prevails that in the treatment of our poor things are far from what they ought to be, and fears are expressed that some ill-thought out scheme for their improvement may be launched. If the vagrant and able-bodied classes are dealt with by means of labour colonies, that increased care and kindly attention which all parties agree should be extended to the aged poor and to children will be rendered possible." Then on page 12,

Mr. David C. Lamb,

30 May 1905.

Mr. David C. Lamb.
30 May 1905. "If a number of colonies were established throughout the country, the inefficient would be absorbed and the way cleared for closing in on the 'won't works.' The casual wards could be made the high roads to some labour colony, and the police could probably then, more effectually than any other agency, manage this side of our national life. I am of course only speaking of the 'unemployables' and 'won't works' and the workhouse 'ins and outs.' What can be done for the willing and able-bodied unemployed must be determined when the extent of that evil has been ascertained by the elimination of the classes named above." That is the "won't works" and "unemployables," and until that is done my feeling is that you cannot with safety deal with the unemployed question.

7503. (*Mr. Davy.*) Which you think is an additional

reason for dealing with the vagrancy question?—Yes, sir.

7504. You think the necessity for dealing with the vagrancy question is a matter of urgency?—Much more urgent in my judgment because the consideration of the unemployed question is confused by these "unemployables." In that pamphlet I say "I have an idea this problem will become very simple when the permanent element has been removed, and probably can be fully met by municipal and other effort for relieving periodical and special distress. The course hereafter proposed must precede any effort to bring the unemployed question within measurable distance of solution." I feel that as strongly to-day as ever I did.

7505. We are extremely obliged to you for the trouble you have taken in giving us your evidence.

TWENTIETH DAY.

Wednesday, 31st May, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. Davy, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Captain FULLARTON JAMES, Chief Constable of Northumberland, called; and Examined.

Captain Fullarton James.
31 May 1905. 7506. (*Chairman.*) You are the chief constable of Northumberland?—I am.

7507. In the discharge of the duties of your office you have, no doubt, made inquiry into the condition of vagrancy in the county?—Yes, I have.

7508. Now, to what extent do your police deal with vagrants?—Well, outside what I imagine are the dealings of all county police with vagrants, the only special thing we do is to act as assistant relieving officers in five out of the nine unions.

7509. And do you find that that is successful?—I think it is.

7510. And you would be in favour, I suppose, of recommending that that system should become general from the experience you have had of it?—Yes, I should.

7511. You know it is the case in many other counties that the police act as assistant relieving officers?—Yes; but I do not know that the feeling is in favour of it; I understand rather that the feeling is against it; I do not know to what extent the system is general.

7512. It may interfere with the duties of the police in other ways?—It acts as a tie on the police at the hours at which perhaps they are most wanted; in winter time between half past five and half past seven perhaps.

7513. It may necessitate some small addition to the police force?—Yes, or a little waste of efficiency from a police point of view.

7514. A little re-arrangement and possibly some addition?—Yes; there is a difficulty.

7515. Do your police habitually inspect the casual wards?—No.

7516. They have, of course, a right to go there whenever they want to?—And do; and to common lodging-houses; we have not the right, but we go.

7517. And there is no difficulty about their admission?—No; I went myself only three days ago to a common lodging-house to see in what condition it was, and I was received with open arms.

7518. As far as you know, no difficulty is placed in the way of the police going to the common lodging-houses?—None whatever; I think they are very glad to have us there.

7519. You have taken a census, I believe, of the vagrants in your county?—Yes, I have.

7520. A complete census as far as you could?—As far as we could.

7521. In what way did you proceed to get that census: was it taken by your police?—Yes, entirely.

7522. They went to the casual wards?—No, sir, it was done at points on the road. Seventeen points were taken on the more important roads, which it was supposed would tap almost all the vagrants.

7523. (*Captain Eardley-Wilmot.*) Would not the same man be counted twice over?—Well, I do not think so; the same man has been enumerated more than once, but I put him out by going through the papers very carefully myself.

7524. (*Chairman.*) The census was taken on the roads, and not at casual wards?—Not at casual wards at all. After I got the returns for the several divisions I went very carefully myself through every tramp, about 315 in that day, mentioned in those lists, and I cast out all the men who were enumerated twice, and it is extraordinary to see how very accurate was the account given on that particular day by the tramp of himself. Whether it was a correct account or not, it is impossible to say, but he gave the same name, age and birth-place; the name was always the same; therefore, it seems to me, there is very little difficulty about the casting out. I put the number at seventy-one who had been twice enumerated; seventy-one were enumerated by two officers at two points; then I went through at Morpeth the casual ward admission book, and in every instance of the twenty, thirty, or forty men in the Morpeth district, the account the man gave the night before when he got his ticket of admission, and when he did not know that there were any police statistics being collected, was exactly the same.

7525. That is satisfactory as showing that the man can be fairly depended upon to give his right name?—I think so, to a considerable extent.

7526. Your Northumberland tramps are truthful in regard to their names?—I think they are. I think that is shown.

7527. Those men enumerated, as far as you could tell from the account of your officers, were men actually on their way from one place to another?—Yes.

7528. They were not simply loitering about?—Well, they were only going at the rate of two and one-third miles an hour; that was their average rate of walking; some of them take twenty minutes to go about one-third of a mile. That was a goodish loiter, of course; undoubtedly they were loitering, but they were moving towards another point.

7529. They would be on their way towards a shelter of some sort?—They were moving, no doubt, to the next casual ward or common lodging-house.

7530. What was the total number that night?—The total number, when I had cast out those who had been twice enumerated, was 244.

7531. That is, persons enumerated on the roads by your officers?—At those seventeen stations; only eleven were women, and there was not a single child.

7532. That is rather remarkable?—Well, the children are almost non-existent on the road, as far as I know.

7533. What becomes of the children?—That is what I have been trying to find out; I cannot find out what happens to them, but they certainly do not exist on the roads now, compared with five years ago.

7534. And from your inquiries you have not been able to find out what becomes of them?—No, I cannot; I have travelled myself within the last few months on the roads on the borders in a van, so that I should be entirely on the roads and never off them; I have slept on the road and in that time out of probably 150 vagrants that I saw I did not see 6 children.

7535. Your figures seem to indicate that the men who do live that wandering life, are as a rule, single men; the number of women is so small?—There are very few women.

7536. It is very much like this in the rest of England: the number of women is very small as compared with men, and the number of children is still smaller in proportion?—Yes.

7537. If your plan were followed out there would be very little difficulty, I apprehend, in getting a fairly complete census for the whole of England?—I do not think there would.

7538. There must have been a certain number of vagrants you would not get hold of who were already in casual wards or in common lodging-houses?—Well, if you took the census on two consecutive days you would get them.

7539. But then you would get more double entries?—Yes, you would; of course, you would have to go more carefully into it; no doubt we did not catch them all.

7540. Between what hours was the census taken?—Between the hours of seven in the morning and seven at night on the 17th of March of this year.

7541. Would not any person, then, who had entered the casual ward overnight be out of the census?—Oh, no, because he would be discharged next day at seven in the morning; in our case the two nights are hardly ever exacted.

7542. Is not a man kept in for two nights to do a task of work?—Yes, but very seldom; the greater part of our unions have got no apparatus or conveniences whatever for task work being done by the number of people who go there.

7543. What is the work done, as far as you know?—As far as I can see, it is wood chopping and stone breaking.

7544. Have you any stone crushing as they have in some places in the south of England?—No, I do not think so; there is a good deal of wood chopping.

7545. But I gather from what you say that is only enforced in cases where a man is detained more than one day?—Yes, I think the man who says he will stay; that is what it comes to.

7546. From what you have learned yourself, what do you gather to be the number of vagrants at present in this country?—I have made a calculation on the basis of our figures, and taking the population of our police county, giving the same proportion to other police counties and districts in England, I would make England and Wales anything between 36,000 and 40,000.

7547. That is men, women and children?—Yes, and then Scotland would be between 8,000 and 10,000 more.

7548. (Mr. Davy.) Would you just explain how you get that ratio?—Assuming that this census in Northumberland is fairly correct, I do not think we have enumerated any excess people; we certainly have missed some people; we have got 244 on the 17th March. Suppose we missed 50 or 60 that makes it up to something like 300. The population of the Northumberland police district being about 300,000, that would be 1 per 1,000 of the population; taking that for England and Wales, as the population of England and Wales is about 36,000,000 you would get about 36,000.

7549. (Chairman.) You are arguing upon the Northumberland figures?—Yes, I do not want to say that is the number; that is the only calculation I can make. Most of the county of Northumberland, with the exception of a comparatively small area in the south-east, is purely agricultural and thinly populated.

7550. The only town of any size towards the north till you get to Berwick is Alnwick?—That has only 7,000 inhabitants.

7551. So it is a very thinly populated county, and I do not know that it is fair to take it as a specimen county?—Yes; but I find that the census will show that the greater number of tramps are found in the agricultural parts; in the mining and manufacturing parts you find very few tramps at all; the places where we have most tramps are Hexham and Haltwhistle on the main road between Newcastle and Carlisle, which is entirely agricultural, and at Belford, between Alnwick and Berwick.

7552. Those are two great main trunk roads?—Yes.

7553. The latter is the main road to Scotland, and the other is the main road to Carlisle and to the West?—Yes.

7554. Have you during the last four years experienced a considerable increase in vagrancy?—Yes.

7555. To what do you attribute this increase: some witnesses consider that the termination of the war caused an increase in the number of the tramps?—I think for a short time it would have had that effect; the war certainly relieved the roads of a great number of tramps. I noticed that in Radnorshire, where I then was, the Militia and the other regiments that were embodied took a great number of men who were ordinary road men. I made an enumeration showing the number who in our recent census described themselves as having been in the Regular Army and in the Militia; there were 36 altogether; that, of course, is a large number out of 244, if it is correct.

7556. Beyond the war, can you suggest any particular cause?—I suppose trade is slack with us. I should say that was the principal contributing cause.

7557. There has not been so much of that in the north?—Yes, we are pretty slack; collieries are working very badly.

7558. They are not working less, but wages are lower?—Wages are very low; men are turning to other things; I get recruits now, would-be recruits, for the police, who would not have dreamed of the police five years ago; they come in and ask to be taken on; they used to make £5 a week, five years ago.

7559. Now, as regards crime by vagrants, do you look upon the vagrant class as a criminal class?—Well, yes, to the extent of small offences; undoubtedly they do commit a great number of the small offences.

7560. But not crimes of violence?—No, there is very little of the crimes of violence with us; I think if you take the pure gipsy, you would probably find that in his case the crimes of violence perhaps were higher than among other vagrants.

7561. You have, of course, in one corner of your county a great number of the old gipsy blood?—Yes, we have a great number mixed; there are very few of the really pure gipsy class.

7562. We have been told of many cases of intimidation: tramps going to the house when the man was out and forcing the wife to give money and food and so on; have you many cases of that sort in Northumberland?—Very few now; I think the bicycle policeman and the dog have kept away a great deal—most of these houses keep a dog.

7563. Have you telephonic communication in Northumberland?—Yes, we have in almost every police station.

7564. Do you not find that very useful?—Enormously so.

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7565. In the case of a tramp who had intimidated a woman, there the telephone would be very useful, because you would be able to telephone up the road to the next police station, and catch the man?—I think the telephone, the bicycle, and the dog have kept down that class of offence.

7566. That class of offence is not very frequent?—Not in Northumberland now.

7567. Now, no doubt you are in favour of uniformity in the treatment of vagrants?—Yes, certainly.

7568. You are aware that there is a considerable lack of uniformity in some parts of England?—Yes, I know there is.

7569. In what way would you suggest that more uniformity could be secured?—Well, I think to start with, if the casual ward is to be continued, there should certainly be uniformity in the casual ward; there is not anything approaching to it at present.

7570. There should be uniformity of treatment and task?—Yes, as far as one can get the task; and uniformity in carrying out the regulations originally fixed by the Local Government Board, but now never carried out as far as I can make out. I do not know whether I am wrong in that, but my own observation goes to show they are not carried out.

7571. In many parts of England no doubt that is so; you find probably five unions together in which they are carried out, and then in several unions together they are not carried out?—Yes, and I find workhouses—I do not want to make any insinuations against masters of workhouses who are not old policemen—where there is a man who has been an old policeman or who has had the control and discipline of men, and the increase in the number of persons who attend these casual wards during the last three years, is nothing; there is the same number now as there was three years ago; but take a workhouse kept by a slack man, a man who has been unsuccessful in business, and you will find in that workhouse that there has been an increase of perhaps 100 per cent.

7572. It is a popular casual ward?—Yes, they go where it is easy for them.

7573. I think you have something to tell us about pedlars. Now, do you think that that calling assists the vagrant; does it give him an excuse for vagrancy?—I think it may do; but I do not know that it does to an enormous extent; I think there are weak points in the Pedlars Act; I think there could be an improvement from the police point of view; I am referring to the comparative ease with which a man gets the certificate, and the great difficulty the person who has to renew that certificate has in arriving at the fact as to whether or not the man has been convicted. I think if a man who holds a pedlar's certificate is convicted of any offence of dishonesty, it should be endorsed upon his certificate, and that fact should be notified to the police authority who issued the certificate, and perhaps the last place of abode, if he has a place of abode. At present in the case of a certificate, issued, perhaps, by my own superintendent or a Durham superintendent, we do not know whether the man has been six months in Durham gaol. On the face of it the man is all right, and the certificate is renewed.

7574. The pedlar's certificate gives the man a certain amount of status?—Yes.

7575. It is a passport to him?—Oh, yes, they can go to the back door.

7576. You would have more care taken in regard both to the granting and the renewal of certificates?—As regards the renewal. I think the granting is fairly well done, as far as I can see. According to the terms of the Act, a form has to be filled up and inquiry is made in regard to the character of the man. I think that should be increased to three months, and the man should be required to get the certificate of two house-holders like the hawkers. I would put the pedlar on the same terms as the hawker. Before the hawker can get a certificate he has to get two house-holders and a clergyman.

7577. (*Mr. Simpson.*) By that you mean a man who goes about with beasts?—The £2 man.

7578. He has to pay the £2 if he has something drawn by a horse or a donkey?—Yes.

7579. (*Chairman.*) I should like to ask your opinion with regard to the prison sentences for vagrancy offences; do you think the short sentence of seven days or under has any effect whatever in repressing vagrancy?—No, I do not think it has.

7580. Looking at it from a police point of view it is objectionable, as you have a man taken away from his work in many cases for a whole day, going with the vagrant to the gaol; and your opinion is that it has no effect on the vagrant?—I think it is no use at all. In going to the gaol it would take a constable away for ten hours that day, and he would have a great deal of his time taken up the previous day.

7581. What is your view as regards the proper length of sentence for offences like sleeping out, begging, and so on?—Well, the magistrates can give fourteen days or a month at petty sessions, but it is never given; we never get anything but seven days; seven days is our average, and a great number are dismissed.

7582. Now, what would be your view as to this suppose a man is convicted, we will say of begging, and instead of receiving a short sentence the conviction is recorded against him, and he is told that if he comes up again he will have fourteen or twenty-eight days; there would be the conviction, the warning, and then the long sentence afterwards; do you think that would be a better system than the present?—Yes, if it were carried out.

7583. It would lead more to the repression of vagrancy, and at the same time probably would result in fewer admissions to the prisons?—Yes, it would.

7584. At present, as you are aware, the enormous majority of people in the prisons are there for short sentences?—Yes, I know they are.

7585. As in the case of habitual drunkards, so with vagrants, the short sentence is absolutely useless?—I agree.

7586. What do you consider to be the proportion of men honestly in search of work to the number of idle men who have every intention of not working at all?—I think it is a very small proportion.

7587. We have had various percentages given us?—Well, I should say the largest number is the incorrigible "work-shy" and they are mostly able-bodied; and then secondly, there is a very large number of travelling labourers, navvies, masons, bricklayers, tailors, carpenters, who work for two or three days, and then drink every farthing they have got. They spend a week or perhaps a fortnight on the roads before they get another job; there is a very large proportion of those. When I went over the common lodging-house at Morpeth a few days ago, I found a painter who had been there three months; he was on the point of moving; but he, of course, was far longer there than you would expect.

7588. He had been doing occasional work?—He had been doing regular work at Morpeth for three months. That man, no doubt, is given to drink; that is his trouble; perhaps he will get his wages and get drunk; then leave the town and walk perhaps for a month or two. So a proportion of our 244 were men of that class; men who do work and can work perfectly well; but drink is the trouble with them. Then I should put as the third class the large number of pedlars, who, I think, are more or less inoffensive people; I do not think they do much harm.

7589. Do you think the pedlar comes under the designation of [vagrant]?—He ought not to come, but in an enumeration you cannot avoid men shabbily dressed; you find him on the road and until you know he is a pedlar, you do not know he is respectable; one would not suggest to do much to him. Then, it is a very small proportion of working men who would come.

7590. Would the navvy come under the description of a working man in search of work; he goes off to wherever he hears there is a job, and stays there probably as long as the job lasts?—No, not as a rule as long as the job lasts; probably only a week; at those water-works in Northumberland during the last three or four or five years, hundreds of men stay only a week or less and then get their wages and go.

7591. Those men are a sort of subsidiary to the regular navy who goes there for the job?—Yes.

7592. The larger proportion are men who go to work for a few days?—Yes. A man was telling me that the old-fashioned "velvet-back," as they call him, with the velvet back to his waistcoat, is now almost extinct.

7593. As regards the question of a way-ticket, have you seen the form used in Gloucestershire?—No, I have not.

7594. The system in force there, briefly, is this: when a man leaves the casual ward he has a ticket given to him with his name and description upon it, the place from which he comes, and the place to which he says he is going; the ticket contains a list of the casual wards on his route through the county where he can obtain shelter, and in between there are stations—a sort of half-way house—where he can get a mid-day meal of bread. The provision of this meal does away with the necessity for begging, and the ticket affords a means of identification which you are now without?—Yes.

7595. Now, do you think that some such system as that if made general, would have a good effect on vagrancy?—Yes, I think, if you combined it with shutting up the casual wards. The ticket is, I take it, for the man honestly in search of work.

7596. No. It is given to the man who leaves the casual ward in the morning, and if he continues in the course that is described on the ticket it is considered to be a good ticket, and entitles him to leave the casual ward the following morning. If he goes some other route than that described on the ticket, it becomes a bad ticket, and is evidence to that extent against him?—I see.

7597. If that system was made general all over the country, would that not be a means of identification of the honest man as against the idle man?—Yes, but I do not think many of these men care much about a meal of bread in the middle of the day.

7598. You think they want something more?—They do want something more; if you gave them a glass of beer it would be different.

7599. At the same time, if it is generally known that these men can get food in the middle of the day, it might prevent almsgiving?—Yes; of course, I have no experience of the working of this system except theoretically, but I understood that in Ayrshire, where they have had a system for a number of years similar to this, it was not a success. I do not see anything against trying it, but personally, I should not be very sanguine of any great success.

7600. But you have not gone fully into the question?—I have thought over the question; but I should not say, from my own idea, that the plan was a very sound one and likely to do much good.

7601. Have you considered whether it would be feasible at the casual wards to have information with regard to labour in the district; if, for instance, there is some job going, waterworks or anything of that sort?—Yes, I think it would be.

7602. It would be a good plan to have some system of communicating to the casual wards information as to any work within reasonable reach of the casual ward?—I think it would be an excellent thing. I have a book published by the chief constables of Scotland a good number of years ago—I do not think it is in print now—containing for each county information with regard to the permanent works in each district, showing also temporary waterworks and things of that sort, so that every officer of police could know where there were paper works, jute works, boot and shoe manufactories, and manure works, which were farm centres, and where they employed occasional labourers in the harvest season.

7603. (Sir William Chance.) What date is that book?—1881.

7604. To be of any value that would have to be kept up?—It was kept up; I do not know why it has been discontinued.

7605. It has been discontinued?—Yes, it was not published with the intention of assisting the tramp; but I think it would work in that way.

7606. (Chairman.) If it could be shown what works there were, waterworks, railway works, and so on, within reasonable reach of the casual wards, or the police station, it would be a great advantage; I am not sure that the police station would not be the better place of information than the casual ward?—Yes, I think it would be a very good plan; but I imagine that most tramps know pretty well themselves where these works are.

7607. There is a pretty good freemasonry amongst them?—There is.

7608. (Mr. Davy.) As regards Ayrshire, the case is hardly in point because there are no casual wards in Scotland?—There are not.

7609. The Ayrshire way-ticket is worked by a mendicancy society?—It is.

7610. The whole object of that is, if possible, to prevent people or check people giving casual alms?—Yes.

7611. And to relieve the tramp?—Yes.

7612. In England, where there are casual wards, the way-ticket system might do something more, might it not; it might not only ensure the man a mid-day meal, but it would, if his ticket was a good one, let him off the work and enable him to discharge himself earlier from the casual ward; that would be an assistance?—Oh, certainly.

7613. It is claimed for it that it would bring the police in closer touch with the vagrants?—Yes.

7614. They would know about those tickets?—Yes, I think that part of it is an advantage.

7615. Now how long does it take your constables to act as assistant relieving officers?—I think it is a couple of hours every night.

7616. So that it might necessitate another man in some instances?—That is the trouble. If it were done at a station where there was only one man it ties that man for those hours, and that is known in the district. But as a matter of fact, I do not think in any case in Northumberland there are less than two or three men in these stations.

7617. Have you ever seen cases where there is friction between the constable and the workhouse officials?—No, I cannot say that I have.

7618. Do you find cases where the police, instead of apprehending a man for begging, give him a ticket of admission to the workhouse?—Not in my experience.

7619. You are aware that the system has been tried in many counties, and has been given up?—Yes, I know it has.

7620. But with you it has succeeded?—I think so. We have given up in one union, Haltwhistle, since I have been in Northumberland—five years; that may have been due to the friction between the two heads, between the inspector and the workhouse master; I forget what was the cause.

7621. That is a very small union?—Yes; we say we do not care whether we do it or not.

7622. Do you have any systematic visitation of the vagrant wards by the police?—No.

7623. They just go when they think they might?—Yes. I do not think, as a rule, they go much to the casual wards; in fact, I do not think we can claim to go there.

7624. (Chairman.) I asked, I think, whether it was the custom to visit every night?—No.

7625. It is only when the police think fit?—Yes, and so far as I know we are never refused.

7626. (Mr. Davy.) You know what the regulations of the Local Government Board are in regard to bathing, searching, etc. in casual wards?—Yes.

7627. Do you know whether these requirements are carried out in most of the Northumberland unions?—Well, I know that in some of them they are not.

7628. Some of the unions are very small, are they not?—They are.

7629. For instance here is Belford, with a population of 5,000; well, the workhouse would be very small, I suppose?—It is small, and very old-fashioned.

7630. Can you give us any idea how many people there are in the Belford workhouse?—I have the figures for all the unions in Northumberland of casual paupers admitted.

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During November, Belford admitted in 1901, 139 persons; in 1902, 155; and in 1903, 135.

31 May 1905. 7631. I do not suppose there are 50 people in the Belford workhouse?—I should think not.

7632. Then there is the Bellingham union with a population of 6,000; and Glendale 8,000; Haltwhistle, 8,000, and Rothbury, 6,000. Now in these very small unions there would be a difficulty in providing casual wards up to date; I mean to say casual wards in which you could detain two nights?—Well, I have no doubt every difficulty could be met.

7633. The point is this, you can hardly expect uniformity of treatment in unions so very much varying in population as, say, Rothbury, with 6,000 inhabitants, and Newcastle-on-Tyne, with a population of 233,000?—No.

7634. And what makes it still more unequal is, for instance, Rothbury has an area of 167,000 acres, whereas Newcastle-on-Tyne has only 7,000 acres?—I can imagine there would be a difficulty in those places where there was an enormous influx to public works in the district. Rothbury, a year ago, went up from 129 in the month of November, 1901, to 281; no doubt the difficulty there would be enormous to cope with the excess.

7635. There would be the case of a very poor union having to carry out regulations which involve very considerable expense?—Yes.

7636. And which, possibly, might be considered not altogether for the benefit of the union which pays the cost?—Yes.

7637. Supposing uniformity is desirable, would not that be an argument for extending the area of chargeability?—Certainly.

7638. Have you any vagrant wards in Northumberland which are, in your opinion, unnecessary; which might very well be closed without doing any harm to anybody?—Well, I think I could find one or two that might be suppressed. I think you could reasonably expect a man to walk fifteen or twenty miles, and we have them closer than that. There is one, Ponteland, which I think might be suppressed, because it is only six miles from Newcastle.

7639. What union is that?—I think it is Castle Ward.

7640. Without some extension of the area of chargeability you could hardly close any vagrant ward in the county?—No.

7641. If you are to get uniformity you probably must have some county administration and some county area of chargeability?—Yes, and I should say it would be of great importance from the police point of view.

7642. Now what county administration would you suggest; would you think it an advantage that the police should have some considerable say in the administration of the vagrant ward?—Well, I think the work would be better done; when I say better done, I am not, for a moment, casting reflection on the way the work is done now.

7643. It would be done more uniformly?—I think it would be done by people who are accustomed to do that sort of work. I do not think you should expect a man who was not brought up to handle men, to handle casuals in a tumble down ward.

7644. The work of governing the casuals and the work of administering what is practically an old age alms-house, which the country workhouses are, are not of the same character?—Absolutely different.

7645. You require different qualifications?—Entirely.

7646. Now do you find that these vagrants express a preference for prison, occasionally, to the casual ward?—I do not think they do so much with us in Northumberland. I do not think they have such extra comforts in the Newcastle prison.

7647. You use the Newcastle prison?—We do almost entirely. We can go to Carlisle, but most of our people go to Newcastle.

7648. What do you suppose is the cost of taking a man to Newcastle from one of your remote unions in the North, say from Berwick?—In railway fares and the police, it would cost about 17s.

7649. To take a man from Berwick to Newcastle?—For a seven days' sentence.

7650. (*Mr. Simpson.*) It would cost much more, would it not, if you took him from some place off the railway; Berwick to Newcastle is a direct line?—Well, he would have to walk; we would not drive him.

7651. (*Captain Showers.*) Supposing he refused to walk?—If he refused to walk we would have to drive him, but they do not with us.

7652. (*Mr. Davy.*) Take a man from Rothbury; supposing he were coming down, say, to Epsom, it would help him considerably on his way?—Yes.

7653. It would be an advantage to him?—No doubt.

7654. And possibly even a saving of time; he would take perhaps five days to get there?—Yes; he goes fourteen miles a day on the average.

7655. If he were detained two nights at the tramp ward it would take him more than that?—Quite true; it is his quickest way of travelling.

7656. But pretty expensive to the State?—It is.

7657. Are you of opinion that it would be better to discharge that man with a warning than send him to gaol for seven days in a case like that?—No, I do not think so.

7658. You think seven days is a deterrent for the tramp?—I think it is an absurdity to arrest a man and take him before two magistrates and probably then discharge him.

7659. Do you not think it is an absurdity to send a man to prison for seven days under those circumstances?—I think it is, but I think he ought to go for more than seven days.

7660. The remedy is then longer sentences?—Certainly.

7661. Would you see any objection to having a minimum sentence for this class of case?—I think it would be most desirable.

7662. What minimum would you suggest?—Well, I should say fourteen days.

7663. You would not go so far as a month?—I think if you have a minimum, fourteen days would be fair.

7664. You have told us that there is not much crime amongst vagrants?—Might I just say about the crime that although I do not think there is a great deal of serious crime, I think the figures that I have furnished to the Committee (*see Appendix XII.*) show that there is an enormous proportion of crime, looking to the probable population. If you look at the figures you will see we have 297 persons in 1904 apprehended mostly for the smaller offences, out of a daily population of probably not more than 300; that is to say, on an average every vagrant in Northumberland is committed to prison once a year. Well, with the ordinary population our figure in Northumberland is only 25 a thousand.

7665. (*Sir William Chance.*) To what area do your statistics refer?—To the police county; that excludes Newcastle-on-Tyne, North Shields, and Berwick. The population according to the last return is 291,321.

7666. (*Mr. Davy.*) So although the offences by vagrants are not very serious ones, still they cause a great deal of trouble?—The proportion of crime is forty times more than in the case of the ordinary population.

7667. Are you of opinion that sleeping out is a serious offence?—Well, I am not sure that it is; I think it is an undesirable offence; but I do not know that it is so very serious. There is danger of fire, but I do not think there is a great deal of that; I do not think with us there has been intentional criminal fire-raising, as they call it in Scotland, to any extent at all, and I do not think accidental very much.

7668. Have you heard that in one of the Border counties the Scottish Insurance Company raised their rates owing to the frequency of such fires?—I saw it stated in 1903; I do not know whether it was a fact.

7669. There is more sleeping out in Scotland than in England?—Yes, because they have no casual wards. At a farm beyond Hawick, on the main Carlisle and Edinburgh road, in 1897, 549 tramps were taken into a farm outhouse and allowed to lie down for the night.

7670. (*Mr. Simpson.*) Who did not pay for their night's lodging?—I understand they paid nothing, and they

became so troublesome that it has been discontinued. It was practically a casual ward for that purpose.

7671. (*Mr. Davy.*) Did they take them in from charity?—I suppose a certain amount of charity and a certain amount of fear; the nearest police station was eight miles away.

7672. On the general question, do you think tramps are a sufficiently serious nuisance to justify the State in taking further steps for their repression?—Yes, I do.

7673. Even if those steps be expensive?—I should try and combine the steps, that is to say to do it cheaper than the present cost to the community. I think it could be done.

7674. By locking them up for long periods?—Yes, in labour colonies.

7675. Now how many of those tramps that you challenged on that night, do you suppose were habitual tramps, men who would not do work if they could get it?—Well, I will give the opinion of my officers, but I am bound to say I think they are far too sanguine in the view that they take as to the probability of the men working. The police think of 244 that were challenged on the 17th March, 171 would work. Personally, I think that is far too sanguine a view; I should say if half worked it would be more than I should expect; I mean work and stick to it.

7676. And the remnant who will not work at all had better, you think, be locked up for considerable periods?—Certainly.

7677. And that would be perhaps one fifth of the whole?—Far more.

7678. One fifth according to the constables?—Yes, but I should say it would probably be nearer one half.

7679. How many of the vagrants you challenged slept in the vagrant wards?—About 60 per cent.

7680. (*Mr. Simpson.*) Your statistics of crimes committed by vagrants are not very unfavourable to that class. For instance, in 1902 there were only nine larcenies by vagrants; in 1903, only thirty; and in 1904, twelve. That is not a very considerable number?—No.

7681. Of course there is a large number of offences reported to the police for which no one is arrested?—Well, a number; I would not say a large number.

7682. As regards pedlars, it used to be the case, I think, that a pedlar's certificate could only apply to the police district in which it was given?—Yes, that was under the Act of 1871.

7683. Then it was made to apply all over the country?—Yes, that was done by an Act of 1882.

7684. That, of course, removed any possibility of constant supervision by the force that granted the certificate?—Yes.

7685. And do you take it that the certificate granted by one authority can be renewed by any other police authority?—Yes, I think so.

7686. I have heard it suggested that under the Act the police authority who should renew the certificate should be the police authority who granted it, but you have not taken that view?—Certainly we do not in Northumberland; we renew a great number which have not been originally granted by us.

7687. When it is renewed is the month's residence first required?—No, that is only for a new one.

7688. So you really have no means of judging the character of the pedlar?—Not a great deal.

7689. That is to say you would feel almost bound, under the present law, to renew the certificate unless you knew something against him?—Yes, one does in practice do that.

7690. Therefore, if it was given in the first instance to a man of very indifferent character by a slack police force who had not made proper enquiries, you would really be almost bound under the present law to renew it, unless you knew something to the contrary?—I think so.

7691. So the present system may very well work out as licensing people to obtain facilities for committing crimes?—I think it might.

7692. Because the pedlar's business is a very useful cloak for, say, larceny from a dwelling house, or house-breaking, or something like that?—That is so.

7693. A fee of 5s. is demanded for the certificate?—31 May 1905.
Yes.

7694. That goes to the police pension fund?—It does.

7695. In the case of a small police force it might be an inducement to grant certificates rather freely?—I do not think so. The policeman knows he must get his pension, whether it comes out of the pedlar's money or not; he does not care where it comes from, it has got to be found by his authority.

7696. You do not think it would have any effect?—Certainly I do not think so.

7697. Have you come across clear instances of certificates having been granted too freely by police authorities?—No, but I have a case to the contrary, I think. It is an instance mentioned by one of my superintendents, to me this very last week: a man applied for a pedlar's certificate in the south of Northumberland, and in making enquiries the officer, who was not the superintendent, told him that it was no use his applying, because he would not get it. It was refused, therefore he did not go any further. He was discovered pedlaring without a certificate. The case was dismissed, and it was afterwards discovered that subsequent to that the man had been refused a certificate in a neighbouring borough. That rather goes to show, I think, that we are very particular in the north, both in the borough and the county forces. I have not got an instance of the other.

7698. I have heard it stated in one county, for instance, that men were found with pedlars' certificates who could not even speak English. Have you come across cases like that?—No, I have not.

7699. As to renewal of certificate, I understand you to suggest that it would be a good thing if convictions were endorsed on the certificate?—Yes.

7700. Would you suggest that all convictions should be endorsed?—Anything implying dishonesty, certainly.

7701. And drunkenness and assault; surely it should be more difficult for a man to get his certificate renewed if he had been frequently drunk and disorderly; do you not think there would be an advantage in endorsing that?—Yes, I do, but I do not want to suggest too much; I think it would be a great advantage to have even that endorsed, and to prevent a man holding a license who was given to drunkenness or to assault.

7702. You and your force, for instance, would not think of refusing to renew a certificate because a man had been convicted once or twice of drunkenness?—No, I do not think so.

7703. But it would be a sort of indication; it would help you to form an opinion whether the certificate should be renewed or not?—Yes.

7704. Do hawkers, that is to say men who have to take out an Excise licence, take out a police certificate too?—No.

7705. They simply pay the Excise licence of £2?—Yes.

7706. Do gipsies going about with basket work have to take out a pedlar's or a hawker's licence?—They usually have a horse. They would have a hawker's licence.

7707. Supposing it were agreed that the casual wards should be handed over, say, to the control of the standing joint committee, do you think your force could undertake the supervision of them, so as to see that the regulations were carried out uniformly in the different wards?—I think we could certainly undertake it.

7708. You would be able to superintend them and your superintendents would be able to look in fairly frequently at the casual wards?—Oh, yes, because the casual wards would be, I take it, in towns where there is necessarily a superintendent.

7709. That is to say, supposing an ex-police constable were made superintendent of the casual ward, there would be no difficulty in the members of the force looking to see if the regulations were being carried out uniformly?—I do not think so.

7710. (*Sir William Chance.*) Is it your opinion that the system of having the police acting as assistant relieving officers has a tendency to reduce vagrancy?—Well,

*Captain
Fullarton
James.*

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I should not like to say to reduce vagrancy ; it tends to keep the vagrant in order.

7711. It brings him into association with the police ?—

Yes.

7712. Do you get many complaints as to begging by vagrants ?—Not a great number.

7713. Do you think there is a decrease in the number of complaints about begging in Northumberland ?—I would not like to say there has been any change in the number of complaints ; the figures I put in (*see Appendix XII.*) show the number of persons charged with begging in the three years, but that, of course, is entirely a different thing.

7714. There has been an increase of vagrancy since the war, I understood you to say ?—Yes.

7715. I also understood you to say that that increase had been accompanied by a decrease of child vagrancy ?—I think child vagrancy is falling off.

7716. Although there has been an increase in vagrancy generally ?—Yes.

7717. Is any special action taken in your neighbourhood to protect child vagrants ?—No.

7718. Have you any branches of the Society for the Prevention of Cruelty to Children in your district ?—Yes, we have them all over the county, but they do not act particularly with regard to vagrancy.

7719. I notice that in your criminal statistics of vagrants there are very few convictions for offences against the Poor Law compared with the whole number ?—Very few.

7720. There has not been very much complaint by the vagrants in regard to their treatment in the work-house ?—Well, they are not brought before the magistrate.

7721. In 1902 there were only 9 poor law offences out of a total of 250 ?—Yes.

7722. And in 1903 only 26 out of 324 ?—Yes.

7723. And in 1904 only 12 out of 297 ?—Yes.

7724. So you are not very much troubled by the poor law vagrant ?—No.

7725. (*Dr. Downes.*) Did you include the gipsies or caravan folk in your census ?—I should say not.

7726. Have you many of them ?—Well, so far as I can make out, we have about twenty families. I have got the names of thirteen families, who have as a rule three generations. There is generally the father, son or sons, and grandchildren travelling together.

7727. Do you think it desirable that any control should be instituted over those people ?—No, I think they are provided for sufficiently by the Inclosure Act of 1899 ; that is abolishing the gipsies, I think.

7728. What is the greatest distance between any two casual wards in your county that men would have to walk ?—It is twenty-four miles from Rothbury to Bellingham ; that is the greatest distance.

7729. That is exceptional ?—Yes, and it was done by one man in the census that I took, at almost the quickest pace of all the men who were walking ; he did twenty-four miles, at two and one-third miles an hour ; he was a man of nearly sixty-eight.

7730. What is the Inclosure Act to which you refer ?—Well, it is the Act of 1899, under which, I think, a district

council can apply to the Board of Agriculture to make bye-laws for the regulation of commons ; I have got a bye-law here relating to a common which used to be a very troublesome one.

7731. (*Mr. Simpson.*) The gipsies are now being cleared off the commons by bye-laws made under that Act ?—They are now being cleared off the commons in that way in Northumberland.

7732. (*Captain Eardley-Wilmot.*) You accepted a suggestion by Mr. Davy that a tramp would commit himself at Berwick in order to get to Newcastle ?—I agreed that it was the shortest way to get there.

7733. Do you think a tramp has an objective always ?—No.

7734. What would his object be ?—I understood Mr. Davy to suggest that he was going to Epsom.

7735. (*Captain Showers.*) Is it not your opinion that you should have greater power to inspect common lodging-houses ?—I certainly think that it is most desirable. We have no powers at present.

7736. And also that all assistant relieving officers for vagrants should be police officers ?—I think so.

7737. In your opinion would it be a good thing if the finger-print system were introduced with a view to the better identification of tramps and a record of sentences against them ?—Yes, I am entirely in favour of that.

7738. If a man who had been used to police work—an ex-policeman—were put in charge of the casual wards, do you not think it would work very much better and more uniformly ?—I do.

7739. Would you suggest that policemen who are not pensioned should have charge of casual wards ?—Well, it would be rather a tie on the serving police.

7740. Under the present regulations, do you think you could force a policeman to act as superintendent of the casual wards ?—No, I do not think so, but there would not be the least difficulty in getting a pensioner. Out of the nine in Northumberland now two are ex-police constables.

7741. If an ex-policeman were in charge of a casual ward, he might be under the control of the chief constable ?—Certainly.

7742. In that case, would you be in favour of the wards in the county being regulated by a committee consisting half of guardians and half of members of the standing joint committee ?—Yes.

7743. If a policeman is in charge of each ward you must have some authority over all ?—Yes ; and you must introduce the guardians, I suppose.

7744. Well, if the cost comes from the rates ?—Yes.

7745. Otherwise, it would be very much better without bringing in the guardians ?—I should say so.

7746. (*Chairman.*) I see the number of convictions for drunkenness is very considerable ?—Yes.

7747. Do you think the absence of search leads to that offence ; for instance if those men had been examined and money had been found in their pockets, then they probably would have been sent on to a common lodging-house ?—I think by far the greater number of cases of drunkenness are men in the second class ; vagrants who work for a week and drink for a week ; they go to the common lodging-houses.

Mr. ROBERT PEACOCK, called ; and Examined.

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7748. (*Chairman.*) Mr. Peacock, you are the chief constable of Manchester ?—Yes, sir.

7749. And you have been in that position, I think, for seven years ?—Yes.

7750. And before that ?—I was chief constable of Oldham for six years, and four years chief constable of Canterbury.

7751. And you have had altogether twenty-six years' police experience ?—Yes.

7752. Now, in Manchester, how are the vagrants dealt with ?—As far as the police go, we do not deal with them unless they commit some offence ; they do not come into the hands of the police unless they are

sleeping out, or begging, or committing some other offence under the Vagrancy Act.

7753. What class of people are those who are apprehended for sleeping out ?—Well, they are mostly tramps. Of course, the superintendents have instructions, if the men look like workmen and there is reason to believe that they are honestly sleeping out and want to get work, to allow them to go.

7754. Would the police apprehend a man who was found sleeping on public seats ?—No, we have a number sleeping out practically every night in one of the main streets, called Piccadilly.

7755. No doubt, in many cases the people use public

seats?—Yes; and we even go so far as to put two constables there to patrol, so that they shall not interfere with passers-by.

7756. It is only when men are sleeping, I suppose, in places where there may be possibility of damage that you apprehend?—Oh, anywhere where they are found sleeping out we interfere, if they are not in a public place.

7757. If they took advantage of any building?—If they go inside a building or sleep in any outhouse or anything of that sort, of course the police arrest.

7758. And in cases of begging?—Yes.

7759. Now, take the case of a man who is an habitual vagrant and has a considerable number of convictions, do you think he should be dealt with under the Vagrancy Act?—I think the law is strong enough at present—if the magistrates will exercise their powers—where a man has been convicted a number of times.

7760. You think he should be treated as an incorrigible rogue and sent up to sessions to be further dealt with?—Certainly, but that is very seldom resorted to by magistrates.

7761. But you think in cases of repeated conviction it would be well to resort to that?—Certainly, and I think they ought to do it.

7762. What is the amount of the accommodation for vagrants at the present time in Manchester?—Well, there is excellent accommodation in Manchester for vagrants. There are three boards of guardians in Manchester, and the casual ward is worked jointly by them; it is a ward to which any tramps who come to Manchester can go.

7763. Is it in a central position in Manchester?—In a very central position.

7764. (*Sir William Chance.*) What are the three unions?—Manchester, Prestwich, and Chorlton.

7765. (*Chairman.*) All the vagrants in Manchester go to these joint wards?—Yes; I might explain that the building was previously an old factory; it was fitted up by the guardians, and there was accommodation then for about 500. Well, the attendance has never been known to average more than, say, 180, take any month or any year. Then the guardians pulled down the old factory and they have built new premises, and now on a pinch they can accommodate 1,000 vagrants, but easily 700 or 800 in this new building.

7766. And what is the average number, as far as you know?—I can give you the numbers for December, 1904, and May, 1905; in the four weeks in December, 1904, the totals were 1,508, 1,501, 1,441, and 1,694, and in the four weeks in May last the totals were 1,256, 1,037, 964, and 1,060.

7767. That shows a considerable decrease in 1905 over 1904?—Well, you must bear in mind, sir, one is the winter month, and the other is practically a summer month; that will account for the difference, I think.

7768. You do not think there is a drop in vagrancy really?—Oh, there is no drop at all; we find the same thing; there are more sleeping in the open air in the winter than there are in the summer in Manchester; there is no doubt these men go into the country more in the summer than they do in the winter; that is how I account for the fact that we have considerably more sleeping out in the winter than we have in the summer.

7769. (*Sir William Chance.*) You attribute the decrease in May to the fact that they go into the country?—I do, sir.

7770. (*Chairman.*) Can you tell us what sort of men these vagrants are; are they men who have been at work, or are they men who from the first have been determined to be idle men?—I should think most of them are thoroughly idle men; I give a return of the number that have been arrested (*see Appendix XXXII*). Well, fully 50 per cent. of those arrested are known by the Manchester police to have been previously convicted, and I think on a fair estimate 25 to 30 per cent. of the others have been convicted.

7771. What would you say would be the percentage in Manchester of what we may call honest men, that is, men who would take work if they could get it?—I should

not think there are many of these men that want work; I went through the tramp ward on Monday at Tame Street, and the superintendent gave a very bad report about these men. I should not think there is 20 per cent. of them who would work if they had the chance.

7772. That is a very large percentage compared with what we have been told?—I am trying to be as charitable towards them as I can.

7773. Have you any suggestions as to what could be done with these men to make them more useful members of society than they are?—We have gone largely into this question in Manchester these last few years; but there would be no good done with these tramps unless you have power to send them away to some colony and make them work for, say, periods of twelve months or two years; that is the only practical solution of the difficulty; it is no good registering tramps unless you have some power to make them work.

7774. What is your idea of a colony to which you would send these men?—I would have it a place where the man was under detention for a certain time. If a man showed any indication that he wanted to go out into society and lead a respectable life, you could always judge whether he was a suitable man to be allowed to go.

7775. Would you have more than one labour colony; that is, one for men of bad character, and one or more for other classes?—Yes, certainly. The worst cases, I think, you ought to separate.

7776. You would make that part more of a penal settlement than the other?—Certainly; only you want power.

7777. Would you do what is done at Hadleigh; that is, take a man who has perhaps four or five convictions against him and put him amongst men who have not been previously convicted at all?—Certainly not; you would only contaminate the other men if you did that.

7778. It would not be fair to the others?—Oh, certainly not.

7779. What you would suggest would be to have a different treatment for the different classes of men whom you committed to the labour colony?—Yes, I should.

7780. In one case it would be more in the nature of a prison, and in the other rather in the nature of an industrial home where you would teach them a trade?—Yes.

7781. And enable them to become really working men?—Certainly.

7782. What is the practice of the magistrates in Manchester with regard to the length of sentence they give to vagrants?—Well, they are very lenient, I am sorry to say; I would not be sorry if it did any good; I do not want to punish men simply for the sake of punishing them; but I think it is mistaken leniency to let these vagrants off in the way they do.

7783. What is the usual length of sentence in Manchester?—Take last year, for instance, there were 785 arrested for begging; well, 281 were let off altogether.

7784. When they are let off, are their names taken and their description registered?—Oh, yes; we always take, in all these cases, the name and description of every man who is in our charge.

7785. Is the man let off completely?—He is let off in many cases, which I say is mistaken leniency; it is done more in small places probably than in large towns; they simply say, "Now, if you will promise to leave the town we will let you off."

7786. Does he leave the town?—Well, there is no proof that he leaves the town, but that is what they do.

7787. Where the man is sentenced what is the ordinary length of sentence?—Take last year; 16 got three months and over two; 5 got two months and over one; 144 got one month and over fourteen days; 315 got fourteen days and under; 4 were sent to reformatory schools; and 28 got fined.

7788. Are there a great number of seven-day sentences?—Yes, I should say so; they are included in the fourteen days and under.

7789. From your experience, do you think the seven-day sentence has any effect at all upon the vagrant in the way of persuading him not to lead a vagrant life?—Well,

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we can only say this, we find a great many of them come again.

7790. That is the strongest evidence, I suppose, that it does no good ?—I should think so.

7791. What do you think is the best sentence for a vagrant for sleeping out, and begging and so on ?—Well, I should think, of course, any man who has been previously convicted ought to go for a month's imprisonment.

7792. After previous conviction ?—After previous conviction, of course ; I would not send him to that for the first time.

7793. And you think that that would have a deterrent effect ?—Certainly I do.

7794. We have had a good deal of evidence with regard to the way-ticket ; do you think a way-ticket in a great city like Manchester would be effective ?—I do not think it would ; I do not see how it would work at all in a large centre.

7795. If a man on discharge from the casual ward were obliged to take with him a ticket showing his description and destination ?—I do not see how it would affect large towns at all ; they could not deal with every vagrant with a ticket.

7796. If you found a man going in a contrary direction to that stated on his ticket, you could identify him as one who had given a false description ?—Certainly. It would be very beneficial if you had power to punish that man if he did not go on to the town he said he was going to.

7797. To that extent it is evidence against him ?—The ticket would be a very beneficial thing if you had power to punish the man if he did not do what he undertook to do.

7798. There would be evidence against him that he was not an honest man in that way ?—What would happen in Manchester would be that if he did not choose to go on he would be wandering about the streets, and sleeping on the forms.

7799. Then he would be apprehended with that ticket in his pocket which he had obtained on the strength of his going somewhere else ?—He would not be apprehended.

7800. He would be apprehended if he were found sleeping out ?—Certainly.

7801. Would not the ticket be, at any rate, a means of identification of the man ?—I do not think so. I think you will find in these tramp wards, as you find probably in the police very often, that a man scarcely ever goes twice in the same way. He does not go to the tramp ward ; of course, people go to the tramp ward who have never left Manchester, and say they come from Bolton, Bury, and other places.

7802. In that way there would be means of identification ?—The man would not be likely to keep a ticket on him if it was going to convict him in any way.

7803. Would it not be very easy to convict a man as having obtained a ticket ?—Oh, yes.

7804. If the ticket system were made general all over England, then, of course, Manchester would come in ?—Oh, yes, certainly.

7805. And in that way you would have the means of identifying vagrants from elsewhere that you would not have otherwise ?—Certainly.

7806. What do you think of the suggestion that information should be given at the casual wards or the police stations as to where there was work to be obtained ?—We do all we can in Manchester ; we have got a labour registry which is worked by the corporation ; we have also got homes and we send out officers to find work ; they are mostly casuals who go to the homes.

7807. That is available now for the vagrants ?—Yes.

7808. Where is the information exhibited : are there notices at the casual ward ?—We put posters all over the town, and we renew them every few weeks, that there is this labour registry, where men can register free ; a man has not to pay anything to be registered in any shape or form.

7809. No, but where can they get the information as to work which is available ?—Of course, we advertise as much as we can ; we cannot do more than that.

7810. Where are the men directed to go ?—They are

directed to go to the central office ; but we have got four centres where they can register.

7811. You have four different places in Manchester where a man can go and obtain information where there is work ?—Certainly ; and we give him all the information we have when he comes.

7812. Is there anything posted up at the casual wards ?—No. We put all the notices on our own posting stations.

7813. Do you think it would be useful to post them up in the casual ward ?—I am not sure.

7814. It might be to some small percentage ?—Yes.

7815. Is that information obtainable at your police stations ?—Oh, yes, the notices are always on the boards outside every police station ; and in Manchester alone we have got twenty-six police stations.

7816. Every one of those has a board ?—Every one of those has a board outside on which are displayed large posters ; and in addition to that at 100 places more.

7817. Then, as far as we have heard, you do in Manchester carry out the idea of the labour bureau more completely than most places ?—Yes.

7818. Have you any knowledge of what the work given to the men in the casual wards is ?—It is principally stone breaking. There was great agitation in the city that these men could not possibly get out in the morning to find work. Well, at my suggestion the guardians passed the following resolution so that no man would be able to say that he did not get a chance to get out of the casual ward : " That any able-bodied male casual pauper who desires to perform the whole or a portion of his task of work on the day of his admission be allowed the opportunity of doing so where practicable, and that, where such casual pauper has performed his prescribed task of work to the best of his ability, he be allowed to discharge himself at six o'clock in the morning on the day following the day of his admission."

7819. I suppose he would have his breakfast before he left ?—Oh, yes.

7820. Do you think that was successful ; did many of the men obtain work in that way ?—Oh, very few. Very few availed themselves of the chance of leaving early ; but I may say that it stopped the agitation against the guardians.

7821. Have your police free access to the casual wards ?—No, but they are never refused.

7822. They do not visit the wards as part of their regular round ?—No.

7823. Have any of your police been appointed as assistant relieving officers ?—No.

7824. Do you think there is any alteration required in your police system that would be beneficial with regard to vagrancy ?—Of course, the present system is sufficient if we had larger powers ; then, of course, the police could deal more effectively with them.

7825. (Mr. Davy.) You have an exceptional amount of sleeping out in Manchester ?—Yes.

7826. Do you look upon that as a serious offence ?—I do not look upon it as a serious offence, but you must bear in mind that most of the men who sleep out do not intend to work.

7827. You mean they are a dangerous class ?—Certainly, a very dangerous class.

7828. The provision of free shelters and free food makes the life of the man who sleeps out easier, does it not ?—Yes.

7829. And tends to attract that class to the city ?—Yes.

7830. Do you think that the police or the city authorities ought to have power to license free shelters ?—Well, I think they ought to have power of inspection ; I think the medical officer should inspect.

7831. They have that power at present, have they not ?—Well, in a sense they have power of inspection, but there is no licence the same as there is in an ordinary lodging-house. The corporation have lodging-houses and they have to license their own lodging-houses, but the shelters are not licensed.

7832. So you have no power to close a shelter, except for sanitary reasons ?—That is so.

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7833. My point is this : a shelter by attracting these people may be a danger to the public ?—Certainly.

7834. Do you think that it would be a good thing to place the power of closing the shelters on general public grounds in the hands either of the police or the city authorities ?—I do.

7835. So that a person could not injure his neighbours by starting one of these shelters which would attract the vagrant class ?—Well, I would not look upon it as injuring a neighbour. Of course, any business might injure a neighbour.

7836. You might have so many vagrants drawn into the town as to be a public danger, might you not ?—Oh, certainly.

7837. How many police have you got in Manchester now ?—1,175.

7838. It is conceivable that a great increase of this class might render necessary an increase of the police ?—Yes.

7839. Now, judging from your figures, you have a permanent class living in Manchester who form a nucleus of the vagrant class ?—Yes.

7840. Men who are not travelling vagrants ?—Well, 50 per cent. of them we know have been convicted. I do not say they have stopped in Manchester all the time, but they are known when they come up again.

7841. They hang round Manchester and its neighbourhood ?—Yes.

7842. Would these, do you think, be habituals ; I mean, have they done this for a great number of years ?—Yes.

7843. And do you think those habituals should be detained in a labour colony or elsewhere for a certain time ?—I do ; I think that is the only solution of it.

7844. You do not think there is any hope of their reform under present conditions ?—No, not the slightest.

7845. And do you think they are a sufficiently grave mischief to justify the State undertaking the expense and trouble of locking them up ?—I think they are a very grave mischief, and a terror to some people, too.

7846. You mean on account of their begging and small crimes ?—Yes.

7847. What sort of crimes do they commit ?—All sorts : petty larcenies ; most of the robberies from the backs of houses are done by vagrants.

7848. These men are practically known to your police ?—Yes.

7849. Have you any idea how many there are of these habituals ?—Well, I could not tell you that ; I have not looked out the number of convictions ; all I know is that 50 per cent of them have been convicted, chiefly in Manchester.

7850. There would probably be some hundreds loafing about Manchester who are known to the police ?—Oh, more than that.

7851. Who never did a day's work in their lives ?—I would not like to say they had not done a day's work, but they have done very few.

7852. With regard to sentences on vagrants, do those cases go before the stipendiary or the borough justices ?—They go before the justices.

7853. Who apparently have no uniformity whatever in their sentences ?—No ; sometimes in the case of men found sleeping out they discharge them in a body.

7854. Now, would you agree that unless a man earns enough to keep himself decently he ought to be dealt with by police measures ?—Well, of course, it is a very difficult question to answer ; you must give that man a chance to earn, and you must prove that he has had a chance to earn a living.

7855. Suppose you could prove that he is an habitual loafer or vagrant ?—I should say a man like that ought to be sent away to some colony where he would be compelled to work.

7856. And you think the discipline in that colony should be penal ?—Yes.

7857. That is to say, that it should be very much like a prison ?—Yes.

7858. What difference would there be between that and a prison ?—Well, these men could work in the open ; they would be under certain supervision, but I should not think a man would be able to run away when he liked, or go away when he liked. If a man did run away and he was found, I would, of course, punish him more severely.

7859. You think it should be a prison under some modified conditions ?—Certainly I do.

7860. Have you considered the cost at all ?—No, I have not gone into the question of cost.

7861. You think as a matter of principle these men should be sent to a colony ?—That is so.

7862. Do you find that in Manchester men say they wish to be sent to prison ?—Yes, a good many, rather than stop in the casual ward. When they are found sleeping out, and they are asked why they do not go to the tramp ward, they say they would rather go to prison than stay there.

7863. Do you think that they mean it ?—Well, I do not know ; that is what they say. I do not see any objection to the tramp ward ; it is very clean, and almost as perfect as they can make it.

7864. Now, at the casual wards in Manchester a meal consisting of one pint of porridge and six ounces of bread is given night and morning, and a mid-day meal consisting of eight ounces of bread and one and a half ounces of cheese. How is the man going to get his dinner on the other days when he is not in the tramp ward ?—Of course, I am now talking about the tramp ward ; that is supposed to be his food for the time being while he is in the tramp ward.

7865. He goes into the tramp ward on Monday, gets his food on Tuesday, and is dismissed from the tramp ward on Wednesday morning ; how is he going to get his mid-day meal on Wednesday ?—I cannot say how he is to get it unless he works for it.

7866. He may beg or steal ?—Yes, that may be.

7867. Does he get it somehow ?—Certainly.

7868. If he goes to prison he is certain to get it ?—Yes, and he is certain to get it as long as he stays in the tramp ward.

7869. But then there is the odd day out ; that is the trouble ?—Yes.

7870. Do you think men dislike going to prison as much as they used to ?—I do not ; I think things are made too comfortable for them now, both in prison and in other places.

7871. Do you know any other tramp wards besides Manchester ?—No, only one ; I was in Canterbury ; I was assistant relieving officer in Canterbury ; while I was there all tramps had to apply to me for admission to the tramp ward.

7872. Do you think it would be a good thing if the wards were more uniform all over the country in their treatment of vagrants ?—I think there ought to be a more uniform system in dealing with the tramps, and also by the magistrates, if it were possible to get a uniform system.

7873. Do you think it is possible to get a uniform system with regard to magistrates ?—It is almost impossible to do that, but I do not think a circular sent out to the magistrates would be amiss.

7874. What do you think is the shortest time for which a man may profitably be sent to prison ; it is no use sending him for seven days ?—Well, I said a month after previous conviction. I think that is little enough.

7875. And for a first conviction ?—Well, I do not know that I would send a man to prison for a first conviction.

7876. Quite so, but after a previous conviction, a month ?—Certainly.

7877. Do you see any objection to having a minimum sentence, so that you could not send a man to prison for less than a month, or whatever it may be ?—Personally I should like to see something of that sort, but I do not think it would be likely to be adopted.

7878. Why not ?—I do not think Parliament would adopt it.

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7879. Might a magistrate not say, "Well, I will not send you to gaol, but I will convict you," and his conviction would be recorded against him: finally you would find a magistrate who would say, "You have been convicted a good many times," and send him to quarter sessions for sentence?—Yes; but where there is no previous conviction, let him go.

7880. (*Chairman.*) You treat him as a first offender?—Yes.

7881. You register that, and on his next offence it counts against him as a conviction?—They can do that now by giving a man a day and letting him go; that would be a conviction recorded.

7882. (*Mr. Davy.*) I think you have certain objections to labour bureaux which have not been brought out in your evidence: would you say what those objections are?—The working man has a mistaken notion about our labour bureau. We have the largest; I do not think there is any town in England that has so large a one as we have, and it is worked by a proper staff and carried out to the best advantage. But a labour bureau is no good unless you have got work to send the men to. If it becomes simply a registry office it serves no purpose. For instance, we have had 7,000 men entered upon our books in less than six months; we have only found permanent work for, I think, about 200 or 300 men. Now, the corporation at Manchester found work for 833 men on the labour register; they had to create work for 833 men. Now, my point is that you cannot deal with the genuine unemployed unless you have got work for them to do; so if you cannot deal with the genuine unemployed, what use would it be registering tramps unless you create some work for them to go to in the way of colonies?

7883. You mean that merely registering a man's name at a labour bureau, if there is no work for him to do, becomes a useless form?—In Manchester we have not had any trouble, but it has almost been verging upon that several times during the winter. You get, for instance, 6,000 or 7,000 men on the register; it means that every morning you have about 2,000 men assembling at one centre; you get the men together; the least spark would set those men rioting; whereas if there was no labour registry the men would be scattered about; most of them would be at their own homes; whereas they are all brought together, and as you know when men are brought together, it at many times leads to bother.

7884. It all tends to keep them in the town too?—Yes.

7885. And so you think that on the whole the labour bureau is not a success?—Well, I am not going to say that. I say, if you are going to have a labour bureau successful, and to deal with the genuine unemployed, you will have to find some more work for them; there will have to be more work.

7886. Then the municipality will have to find work for them, if they do not find them employers?—Well, someone will have to find it.

7887. Or the man will have to be referred to the poor law authorities?—Yes; I should just like to say that during the winter on several occasions these men marched in a body to the poor law authorities and demanded relief on the spot, and they were bound to give them tea and coffee.

7888. They might have given them an order for the workhouse?—There were about 2,000 men outside the offices.

7889. I have seen that sort of thing often enough?—Yes, but still it wants a very strong will to tell them they will not give any food.

7890. When you get your man in the labour colony how are you going to make him work; what object will he have in working?—Oh, I should think if he did not work he would be punished; for instance, they work now; they break so many stones even in the tramp ward; before they are allowed out they have to do it.

7891. How would you punish a man; would you punish him by cells or something of that sort, or by deprivation of food, or would you pay the man when he worked?—I should punish him in both ways; he should certainly lose his food if he did not work.

7892. (*Mr. Simpson.*) You said there are very few incorrigible rogues sent up to quarter sessions in Manchester?—Yes.

7893. For what sort of offences are they usually sent up: begging?—There have been only three incorrigible rogues dealt with in seven years in Manchester.

7894. What do you think is the reason—there must be plenty of people in Manchester who beg constantly: is it that the magistrates think that the powers of the police court are quite sufficient?—I think you will find it general throughout the country that there are very few incorrigible rogues dealt with.

7895. It is not the difficulty of proving the previous convictions, I suppose?—Oh, no.

7896. I suppose what the magistrates feel is, if a man has done nothing more than beg they do not want him to get as much as twelve months' imprisonment with hard labour?—The magistrate would think that for begging, no matter how many times a man had been up, a few days was quite ample punishment.

7897. Suppose quarter sessions, instead of giving imprisonment, were able to send that man to a labour colony for one to three years, do you think then that your magistrates would take advantage of that power?—I do.

7898. They would feel then that it was worth while sending him up in order that he might be treated in that way?—The reason I say that is this: the Inebriates Act was passed enabling magistrates to do that two or three years ago. Well, magistrates now are availing themselves of the power to send inebriates to certain institutions for one year, two years and three years. I think they would do it in the case of habitual vagrants.

7899. That is to say, taking a parallel case, the magistrates would not send people for drunkenness to quarter sessions if they were going to get twelve months' imprisonment for mere drunkenness; but they are willing to send them if they are going to get a term in an inebriate reformatory?—Yes, to an inebriate reformatory.

7900. Do you issue many certificates for pedlars in Manchester?—Yes, a great many.

7901. I suppose you make inquiries before issuing them?—We make inquiries, of course.

7902. Unless the man is of good character, would you agree that a pedlar's licence offers excellent facilities for such offences as larceny in a dwelling house or house-breaking?—There is no doubt that a pedlar's licence does offer facilities; you must be very careful in granting it; we never grant one to anyone who has been previously convicted.

7903. You would have to have some knowledge of his antecedents?—If he comes from some other town we write to the police of that other town.

7904. (*Chairman.*) When a man comes to you and asks for a renewal of the certificate you write to the police of some town?—If we have not previously granted him a certificate we write to the town he says he has come from, and he has to give references before we grant his certificate.

7905. (*Mr. Simpson.*) It has to be renewed every year?—Yes.

7906. Would you only know if he had been convicted at Manchester?—If he were convicted elsewhere and we found that out, he would have to forfeit his certificate.

7907. Is a pedlar's certificate forfeited?—Oh, yes; it is forfeited for a conviction.

7908. But only after conviction under the Pedlars' Act?—It frequently happens when a man is convicted that the certificate is sent on to the police who issued the certificate.

7909. Suppose a pedlar committed a theft, and was convicted of that, would the magistrate be able to forfeit his licence?—I cannot straight off say whether he has power to do it; I can only tell you what the practice is; the certificate is frequently sent on to the police who have granted the certificate; in effect, that certificate is forfeited; whether it is done legally or not I do not know, but it frequently happens that it is sent on.

7910. The man does not keep it?—Certainly not.

7911. So if, after he has served his term, he goes out peddling again, he has nothing to protect him, and must apply again for a licence?—Under the Pedlars' Act a man cannot have a licence if he has been previously convicted.

7912. He has to be of good character?—It says he cannot be granted one after conviction.

7913. But, as a matter of fact, is it not granted to a man who has been convicted; it would be rather hard on a man who has been convicted, but intended to turn over a new leaf to be for ever after debarred from holding a pedlar's licence?—It may look very hard, but as the law stands at the present time that is the position. I will tell you what we do to get over that, so far as Manchester is concerned. We never grant what we call a pedlar's certificate, but if we think a man is likely to lead an honest life we give him a free certificate to hawk, as far as Manchester is concerned. A pedlar's certificate would enable a man to hawk anywhere in the United Kingdom, but if a man has been convicted, and we think he wants to lead an honest life, we give him a certificate to hawk in Manchester only; I simply take the responsibility so far as Manchester is concerned.

7914. That is to say, you will not prosecute him?—I do not give him a pedlar's certificate quite free, so that it cannot be said that he has been granted his certificate contrary to the Act of Parliament.

7915. Do you ever come across instances of pedlars holding certificates which have been granted in other districts without much enquiry as to their character?—Well, I have strong reason to believe that some districts do not take the precaution to enquire about their characters. I would not like to say that the 5s. is tempting, but I do not think in some instances they do make enquiries.

7916. Probably to a very economical watch committee it might be a certain amount of inducement?—Yes.

7917. Do you think that is possible?—Well, I do not think they would take the money into consideration in a large centre, but they might do so in small districts.

7918. Do you think it would be a good thing that where the certificate is not forfeited the minor convictions should be endorsed on it by the police, so that the certificate should be, more or less, a record of the man's career since it was granted?—I do not think that is necessary; I think you will find that is provided against. I do not think it is likely that a certificate would be granted where a man has been convicted.

7919. You do not mean where a man is convicted of drunkenness?—Oh, that is nothing.

7920. Suppose a pedlar was constantly drunk and disorderly, do you not think it would be a good thing to endorse that on his certificate?—I do not think that drunken cases ought to be endorsed on the back of a pedlar's certificate.

7921. Supposing a man were constantly getting drunk, do you not think that would be a sufficient disqualification?—No, I do not think so. A man might get drunk two or three times a week, and yet be a good pedlar, if he was an honest man.

7922. You think it is only a question of honesty?—Certainly, I think the object of the Act of Parliament was to stop pilfering.

7923. A good character in other respects is not essential?—I think if the man is thoroughly honest that is all you require for a pedlar; you see, many men are pedlars who could not earn a living in other walks of life; I mean they are deformed in some way, and it is an assistance to any man in earning a living for him to have a pedlar's licence.

7924. (*Sir William Chance.*) You have held the post of chief constable in three different towns for seventeen years?—Yes.

7925. And you have remarked in your statement on the small number of vagrant children; did you find that so in Oldham?—Yes.

7926. And in Canterbury where you were before?—Yes, whilst at Canterbury.

7927. During the time you have been in Manchester have you noticed any increase or decrease in the number of vagrant children?—Well, in Manchester of course when

I went there there was a very large number of children in the streets selling matches who were practically begging; they were sent out by their parents. We have introduced now the Street Trading Act, and that has practically driven all children from the streets of Manchester.

7928. I am talking rather of the children on tramp?—I do not see much of these.

7929. They are very few?—I do not see much of these; they go direct to the workhouse; they do not come to the police.

7930. That particular class do not beg in the streets at all?—No.

7931. Have you got a branch of the Society for the Prevention of Cruelty to Children in Manchester?—Yes.

7932. Are they at all active in the matter of vagrant children?—Yes, they are very active, but there are not many vagrant children.

7933. And in carrying out that Street Trading Act, do they help you at all?—No; we have got special men; there are police officers who do that work.

7934. What is your opinion as to the question of the authority who should control vagrants; do you consider it is satisfactory that the control should be in the hands of the guardians as at present, or do you think that it should be transferred to the police?—As far as I can see, of course, the guardians do all that is expected of them, but it is not successful. The proof that it is not successful is that there are more persons sleeping out in Manchester than are housed by the guardians, and it shows the provision made by the guardians is not at all looked upon as satisfactory by the vagrants themselves.

7935. Do you think that if the police were made the vagrant authority they would be more successful in dealing with vagrants?—Yes; if they had more power to deal with vagrants than they have at present.

7936. What further powers would you want?—If a man was found to be an habitual vagrant, they should have power to send him away.

7937. Would it not be an advantage in connection with the police work that they might have that power?—Yes.

7938. In Manchester the tramp wards are entirely separated from the workhouse, are they not?—Yes.

7939. There would be no difficulty whatever in transferring that tramp ward from the poor law guardians to the police?—No; the tramp ward is practically central.

7940. As regards the number of people sleeping out, it appears from your evidence that at the time that your census was taken the monthly average was about 200?—Well, that was 1903; we do not average them now.

7941. Is it not a fact that the available accommodation at the casual wards was considerably more than that; that is to say, the wards were not filled?—At the time we made enquiries and found there were 200 a month sleeping out, 189 would be the highest number we had in the tramp wards during that winter although there was accommodation for 500.

7942. That leaves a balance of 300 for which there was accommodation?—They had accommodation for 311 more than they got in.

7943. There was available accommodation in the common lodging-houses in addition?—Yes.

7944. What do you think then was the cause of these people preferring to sleep out, and not taking advantage of the casual wards?—As I say, the tramp ward is unpopular; that is the only way I can put it.

7945. Do you think it is the enforcement of the bath that makes the vagrants object to the casual wards?—I know they do not like the bath, but whether that is the reason I cannot possibly tell.

7946. They also have to be searched; that might be a further objection?—Yes.

7947. You may give that as the answer why they do not go to the tramp wards, but it is no good answer why they do not go to the common lodging-house: can you tell me why they do not go there?—They sleep out principally in the sheds adjacent to brick kilns and boiler houses; of course if they can sleep there without paying, they keep the money in their pockets.

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7948. And at the time these people are sleeping out do any philanthropic people establish free shelters for them and free meals?—Yes; there was a shelter opened in Wood Street, to which they allowed them to come; there was accommodation for 300, and they gave them food as well. Well, of course they turned hundreds away every night from there. Now it is found that when that shelter was opened the people came from the common lodging-houses—men who had previously paid for their lodging.

7949. Then the effect of establishing those philanthropic shelters is to take the people out of the common lodging-houses?—Certainly, that was proved beyond a doubt when the shelter was opened.

7950. What would be your opinion as to that?—I do not want you to take that view of all the shelters in Manchester.

7951. I am talking of the public shelter?—My view at that time was that I advised them to close it; it was not fair to be getting subscriptions and allowing men to come there free who had previously paid for their lodging elsewhere.

7952. Was it closed?—Yes.

7953. What was the result of that?—They went back to the lodging-houses.

7954. Then as to the other shelters you mention, do people pay anything for going there?—The other shelters of course have never turned anybody away, but the men have to earn their shelter before they leave the building by wood chopping.

7955. Is that a Church Army place?—Yes; the largest shelter is what they call the Manchester and Salford Mission; they have got beds there for 330 nightly.

7956. And the men have to work there in return for their board and lodging?—Yes.

7957. You do not think that these particular shelters attract people from the common lodging-houses?—I do not, because, you see, they have to work there.

7958. In the common lodging-houses I suppose they do not enforce washing?—Oh, no.

7959. With your experience of common lodging-houses and tramp wards in Manchester, do you consider the tramp ward the better?—Yes.

7960. It is better managed than the common lodging-house?—Yes, much better; the tramp ward is almost as perfect as you can make it, and certainly sweeter in every respect. As you will see by my statement I do not think common lodging-houses show the slightest stringency such as is exercised when you get into the tramp ward.

7961. You have no objection to the management of the tramp ward in Manchester?—No, I think it is as well managed as it possibly can be, and I think the men are well fed for what they do.

7962. You say the largest proportion of these tramps belong to the unskilled labouring classes?—Yes.

7963. That is your experience?—Yes.

7964. Is that why you recommend that labour colonies should be tried?—Yes.

7965. Now what kind of labour colony had you in your mind for the treatment of these tramps?—Principally, farm colonies.

7966. Have you visited any colony of the kind?—I have visited two, including the Salvation Army colony at Hadleigh.

7967. Do you consider the Salvation Army colony at Hadleigh a suitable place for these men?—I do not.

7968. Would you just say shortly why you do not consider it a proper place for the reception of vagrants?—There is no power of detention; a man can leave when he likes, and it is not on a sufficiently large scale to deal with this question.

7969. It is not proposed, I think, that there should be one huge labour colony to take all these vagrants?—No, but you would have to have something very substantial if you are going to deal with the vagrant class.

7970. You say that Hadleigh is not a suitable place for the reception of vagrants?—No.

7971. Now what is the other colony that you visited?—That was on a much smaller scale; it was a colony that

the Poplar guardians have established at Laindon, in Essex.

7972. That is purely for able-bodied inmates of the workhouse?—There were only about fifty there.

7973. These are the only two labour colonies you have seen?—Yes.

7974. What is your idea of a labour colony which would be suitable for vagrants?—A colony like the Salvation Army colony, if there was power of detention, certainly would reclaim and make the men work. For instance, take the labour colony at Hadleigh: men work at brick making and different things; it is not all farm work at the Salvation Army colony, it is different kinds of work.

7975. (Dr. Downes.) With regard to the philanthropic shelter that you spoke of, I believe it not only brought the tramps out of lodging-houses but it caused them to flock from other towns to Manchester; and when it was closed they ceased to flock into Manchester?—Yes.

7976. Have you any doubt that the free shelter was the cause of tramps coming to Manchester?—Well, we made enquiries at the time and we proved that beyond a doubt.

7977. I believe Manchester decided not to have any fund for the unemployed for fear it should render Manchester a dumping ground?—That is so.

7978. Manchester did not want to have other people's loafers?—Well, they do not want to encourage them.

7979. Child vagrancy, I think you said, is almost non-existent with you?—Yes, that is so.

7980. You have spoken of the people who sleep out in Piccadilly, and you regard them as a danger; do you think it desirable that the police should have further powers with regard to what I might call the night loafer?—Well, we could move those on if we wanted, but we do not feel it is well; I admit it is not a very nice sight to see them sleeping in the centre of the city on forms.

7981. One of the difficulties in dealing with them now would be that you do not quite see what is to be done with them?—That is so.

7982. Assuming that there was machinery by which a man, for we will say a first conviction, might be discharged under the First Offenders' Act, but after further convictions might be put away to a labour colony or a reformatory for an indefinite sentence of one, two or three years, would that remove your difficulty?—Yes.

7983. (Mr. Davy.) What are the conditions of registration at your labour bureau; is it long residence in Lancashire?—Twelve months' residence.

7984. Therefore it does not apply to tramps at all?—No.

7985. (Captain Showers.) I suppose as chief constable of Manchester you have some control over vagrants?—No, we have no control over the vagrants at all.

7986. Are your junior officers assistant relieving officers?—No.

7987. You are an inspector of the common lodging-houses, I suppose?—Yes.

7988. And you have power to enter them and see that everything is all right, I believe?—Yes.

7989. Do you not think it would be very much better if you had more control over the casual wards?—Of course it would be more beneficial if we could go in, and we might, of course, arrest many a criminal if we could only go in.

7990. What is your opinion of the police taking charge of, and managing the casual wards?—I have not given much consideration to the question.

7991. It would give you greater responsibility?—It would give us greater responsibility of course, but I dare say the result would justify it.

7992. Would you consider that a police pensioner would be better than having one of the active force in charge of the casual ward?—Yes. You see in Manchester the vagrants now keep away from the casual wards; the difficulty is not to keep them away, but it is that they do not go to the tramp ward. It is proved that there are 600 vagrants in Manchester every night and there are less than 200 in the tramp ward. The question with the Corporation is how to get the vagrants to use that tramp ward, not how to keep them away.

7993. Do you follow up any of the vagrant children when they leave Manchester?—Oh, yes, we hand all cases of cruelty to children over to the inspector of the Society for the Prevention of Cruelty to Children.

7994. You think that all these children should be sent to industrial schools?—Yes.

7995. Supposing the casual wards were in charge of an ex-policeman, what would be your view as to their being under the control of a joint committee of the watch committee and board of guardians?—I think it would be a very good idea if they were.

7996. Do you think it would have a much more desirable effect than the present system?—I am quite sure it would.

7997. You would get more uniformity?—That is so; of course, it would have to be all through the country.

7998. (*Sir William Chance.*) Do you have many prosecutions by boards of guardians of vagrants for refusing to do their work?—Very few.

7999. (*Mr. Simpson.*) You do not think it is the rigour of the discipline and the hardness of the work that makes the wards unpopular with the vagrant class?—No.

8000. (*Sir William Chance.*) Do the guardians exercise their full power of detention: that is, do they detain a tramp for two nights?—They never detain a man in Manchester if he can give any evidence at all that he is likely to get work.

8001. (*Captain Eardley-Wilmot.*) What sort of evidence could he give, except his word?—That is what I mean.

8002. He simply says so?—There are ways when a man tells you to know whether he is speaking the truth or not.

8003. (*Sir William Chance.*) Do the guardians enforce the task of work at Manchester?—No; they enforce it unless they have any statement that the man has work to go to. That was the reason this rule was relaxed. We found that any man whether he had got work to go to or not could do his task in the afternoon instead of the morning, and get out the next morning.

8004. (*Chairman.*) Manchester seems very popular amongst this class of men; do you think it is in consequence of a pretty general mistaken kindness in the way of relieving the beggar by giving?—There is no doubt that there is too much giving in a lot of these institutions; I do not see they are very beneficial.

8005. You mean the free shelters and the free food places?—Yes.

8006. Do you know whether the Manchester people, being well-to-do people as a rule, give pretty freely to the man in the street?—It is a popular cry for anyone who wants to get into the council or anywhere else that they are friends of the unemployed, and in the winter time there are soup kitchens opened all over the place.

8007. That will account, no doubt, for it being a popular place for the tramp to go to?—The Lord Mayor last winter gave away over £10,000 in food and things.

Mr. Robert Peacock.

31 May 1905.

TWENTY-FIRST DAY.

Wednesday, June 21st, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bært.
Mr J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Rev. W. CARLILE, called; and Examined.

8008. (*Chairman.*) Mr. Carlile, you are, I believe, the founder and the honorary chief secretary of the Church Army?—Yes, sir.

8009. You have been practically the head of that body from the very first?—Yes.

8010. When was the Church Army founded?—In 1881.

8011. Then it has been twenty-four years in existence?—Yes, but not the social side which affects vagrancy.

8012. Quite so; it had small beginnings, like many good things, I suppose?—Yes.

8013. Now, I suppose, the Church Army deals with a very large number of vagrants?—Yes, that is so, sir.

8014. Can you say what number in the year you have to deal with?—I have submitted a paper with some statistics upon it. It varies very materially every year; for instance, last winter we were taking 2,000 a night off the streets and making them work three hours. Well, that went on for five months and we had to find beds for them. Everyone cost us 4d.

8015. Was that in London alone?—Yes.

8016. You deal with many large towns besides London?—Yes, with every large town in England, and very much in the same way.

8017. Last winter there was an extra pressure upon the Church Army?—Yes, it was most tremendous.

8018. Was that the case all over England?—Yes, many men became vagrants in less than a month.

8019. They were wandering without means of support?—Yes.

8020. Now, take the London vagrants; what is your view as to the proportion of men who would work if they could get it?—It is a very difficult question for me to answer exactly, because all who come to us know they have to labour; the word "labour" bars the loafer.

8021. Then, in fact, you have not very much knowledge on the point, I suppose; you do not examine the men in the casual wards?—Yes, we search every casual ward every week to find out men who will work; we have a man doing nothing else all day long throughout the whole year. He spends his life entirely trying to find men in the casual wards whom we think we can restore to society.

8022. Men who will come to your homes and work?—Yes, we get a very hopeful number out of the casual wards. It is a very good field, not quite so good as prison, but it is next to the prison.

8023. How many days do you get them to work on an average?—We make them sign a contract to stay with us for two months; we pay full pay for two months; the third month, half pay; the fourth month we guarantee no pay, so that by the fourth month the man is desperately anxious to get out into employment.

8024. Now, do you in the meantime try to provide the man with some employment outside?—Oh, we are always at it; after he has been with us a few weeks we

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set to work to try and see in what part of England we can make an outlet for that man, and, if we cannot place him locally, as trade is reviving in Lancashire we would see if we could send him down to Manchester, or get him through to Bolton or Preston or some other place.

8025. I suppose you ascertain what work he is most fitted for; what he has done before, and so on?—The very first day we should do that.

8026. And then, I suppose, you try and send him where you think he will get that work which is most suitable for him?—Yes.

8027. And you say that you get a considerable number of men out of the casual wards?—A very considerable number of excellent cases.

8028. Can you say whether in the end they get permanent employment?—I can say that after the average stay of thirteen weeks with us last year 52 per cent. of the total cases found employment and got off our hands, and a large proportion retained their work, and probably a large proportion also lost it. It is a very depressing business at times.

8029. Your method of work is through labour homes and receiving homes?—Yes, chiefly labour homes; they have lodging homes adjoining. In the whole of England, Scotland and Ireland there are 120 homes and agencies.

8030. Would you kindly describe to us the labour home and the receiving home?—You have got a type of the receiving home at the *Morning Post* embankment home, and another type of it in the East End of London at the Banner Street homeless poor asylum; they are worked by the Church Army. The difference between a receiving home and a labour home is that at the receiving home the man undertakes to work, but he does not bind himself down for two months. When he comes in he cannot get any relief without work, but he may go out the next morning after he has done his work; we expect him to stay three days so as to give us time to know something about him, in order to be able to pass him on to one of the various labour homes in the country.

8031. I suppose if you could get him work immediately you would send him to it without his going to any home?—In a number of cases we get him work immediately; certain men come up to London and think they are going to get a berth, and when they do not they pawn everything; and perhaps before they get right down they hear of us, or the police send them to us. You see, our homes are not like those of our excellent friends the Salvation Army; we have great admiration for them, but ours is the opposite style; we would rather permanently deal with the few individuals than try and benefit a large lot; that is our aim. They may benefit more people numerically, but our aim is to make a better job of the one man we get.

8032. Then I understand that you work cordially with the police?—Oh, yes, and with the Charity Organisation Society.

8033. And the police send you, I suppose, the majority of those whom you assist?—The majority of cases come from the police, Scotland Yard and the casual ward. From our point of view the prisoner is more hopeful to us than the tramp.

8034. When the police send you a man whom they know to be a criminal, do they let you know that he is a criminal?—Oh, yes; that is no bar to him with us.

8035. Do you make any difference between the men who have been convicted, and the men who, as far as you know, have no stain upon them?—We should separate them in different homes. That is where the receiving home helps us; it gives us a three days' chance to find out whether the man is suitable for this home or that.

8036. We were told the other day by Mr. Lamb on behalf of the Salvation Army, that they made practically no difference between an old convict and the man who had never been convicted?—That is the difference; we do not attempt such great numbers as the Salvation Army; they do their very best, but I do not see how they could make such a distinction.

8037. As far as you can, you keep the convicted men and others separate?—Oh, yes; the regular convicts

are generally put together; we do not publicly say in which home, because it would be a stigma on that home, and we should not get the poor fellows out to work; we do not call the place a prisoners' home, but more or less it is so.

8038. When you get a man work, is anything said to his employers with regard to his previous character?—Oh, yes, we appeal to them to take him because of his previous character; we say to them for instance, he has done fifteen years; he is a murder case, but we have every reason to believe he is a decent fellow and you can trust him.

8039. You have a good character of him in prison?—We have a good character of him; we have got his photograph and all particulars of his prison reports; we are in the closest touch with the prison authorities.

8040. What sort of work would that man get?—Some builder, perhaps, would give him a job.

8041. (*Mr. Davy.*) You are talking now of an unskilled man?—Yes, an unskilled man. Of course we should try to get a skilled man into his trade; the trades unions are not very fond of him.

8042. (*Chairman.*) Have you in London any free shelters?—No. In all our shelters a man or a woman must work.

8043. So it is not free?—No. We are free to lose money by their work.

8044. What is your ordinary task of work to compensate for the night's rest?—For a night's rest it is merely chopping sticks.

8045. That is light work?—No, sometimes if we think he is a lazy man we put him on to saw an enormous lump of very heavy wood to see whether he can get to the bottom of it.

8046. Supposing he refuses to do it after he has got his night's rest?—We do not receive after four o'clock in the afternoon, so that he does his work first.

8047. Between that and his supper time he does his work?—Yes, what we call the special relief work in the winter. If we have very heavy pressure, as we have had this last winter and as we have had in former winters, the man comes in and we say "Will you work?" He says "I will; I will work three hours." We give him three ounces of bread and a basin of good soup and then he goes to work. He works three hours; he begins any time of the day and night; that goes on all night as well as all day, and at the end of the three hours if a man does not work we should chuck him out. If he works properly he gets another three ounces of bread and another basin of soup, which is another meal, and he gets a bed with sheets.

8048. If a man comes in as late as midnight?—He begins to work at twelve. If he is too late for the twelve o'clock shift he begins at three o'clock in the morning.

8049. Whom have you in charge of this work?—Our own evangelists; we call them brothers. They hope to pick up certain men whom they can pass through that temporary work to the labour homes.

8050. Well, as a rule, does a man's work about compensate for the cost of his food and his bed?—I am sorry to say it does not.

8051. The three hours' work is not very heavy I suppose?—It is heavy, especially in the middle of the night; the poor chaps will go off to sleep while they are chopping sticks with their chopper in their hands. In the daytime their work is, I should think, worth one third part or one fourth part of the cost.

8052. Well, the loaf of bread and the soup would be worth about 2d. would they not?—Yes, and the lodging 4d., that is 6d.; they earn about $\frac{1}{2}$ d. or 1d.

8053. I thought in the three hours a man would do 6d. worth of work?—He should do it; a good expert would.

8054. It no doubt depends very much upon the man?—Yes.

8055. A man who honestly does three hours' work would probably pay for his keep?—Yes.

8056. Have you any distribution of free food?—No. To us that system is immoral; we think it is against the Bible, and likely to attract from the provinces. If men

get word that there is free food, however small the amount is, it brings people up.

8057. You would probably get hold of the worst class of idle men and women if you had free food?—Yes, and we maintain that the free breakfasts and the free dinners and free teas, and even the free meals in the middle of the night given by our excellent well meaning friends in the Salvation Army are a mistake; we have tried to bring pressure upon them not to do it, but I think they feel the trouble of providing labour in the middle of the night is so very difficult.

8058. Can you kindly tell us what is your diet in a labour home?—It is plain, but very excellent.

8059. How many meals do you give?—This is the usual dietary:—Sunday, breakfast—cold boiled bacon; dinner—cold boiled beef, fruit tart; tea—bread and butter, dripping, cake; supper—pea soup. Monday, breakfast—corned beef; dinner—Irish stew, bread pudding; tea—bread and butter, jam; supper—bread and cheese, coffee. Tuesday, breakfast—haddock; dinner—potato hash, suet pudding; tea—bread and butter, jam; supper—bread and cheese, coffee. Wednesday, breakfast—porridge; dinner—roast or boiled mutton, rice pudding; tea—bread and butter, marmalade; supper—lentil soup. Thursday, breakfast—boiled bacon; dinner—meat pudding, boiled rice, jam; tea—bread and butter, jam; supper—bread and cheese, coffee. Friday, breakfast—bloaters; dinner—fish, currant pudding; tea—bread and butter, jam; supper—bread and cheese, coffee. Saturday—breakfast—porridge; dinner—stewed beef, sago pudding; tea—bread and butter, jam; supper—bread and cheese, coffee.

8060. They get good food at four different times?—Yes; we say we must feed them well so as to make them work well.

8061. Now do you make any difference in the food for the man who works well, and for the man who shirks his work as much as he can?—The latter class works himself out of the home in the course of a few days; he has got to earn the 6s. a week.

8062. In respect of his board and lodging?—Yes. We debit him with 6s., and if he does not earn the 6s. he must go. The object is to make that man, when he goes into the open market, keep his situation. We have to make a man work hard enough to keep his berth when he is out in work.

8063. What is the work in the labour homes?—The chief work is what we call jobbing. We know the man who is with us, he is one of our sons, he is a son of the family; we are only twenty-five or thirty in the home, so we get to know him and trust him, and we send him out to clean windows, to do bill distributing, and all sorts of jobbing. The whole district sends into our place to find an odd man, when they want a man for an hour or two. He will not steal, we believe we can trust him, or we should not send him out.

8064. Has that been successful from the point of view that the men have turned out well; I mean have you had complaints against them?—It is quite an exception to have a complaint of robbery or laziness.

8065. Or of things being missed after the man has been at a place?—Yes; he lives with us; where is he to put anything if he has stolen it?

8066. Do men who have been with you, and have obtained work, come back to you again if they lose their work?—Yes, but we do not take them back under twelve months. We should give them another chance at the close of twelve months, and exceptionally we have to wink at it because it might not be the man's fault that he lost his situation. They do come back on Sunday afternoons to tea. We have then large parties of our reclaimed characters who have got up again.

8067. Of what ages are the men whom you take?—Generally from seventeen to forty, and forty-five with a trade.

8068. Do they come generally through the medium of the police?—Well, they come from the police, casual wards, prisons, and a large number from private recommendations.

8069. You take them from the prisons on their discharge?—We offer every prisoner in England four months' work if he will accept it.

8070. Do you work with the Discharged Prisoners' Aid Society?—We are in the closest touch with them. We have been the Discharged Prisoners' Aid Society for all the convict prisons in England for years, but we do not want to be a local discharged prisoners' aid society.

8071. But you are in touch with the local discharged prisoners' aid societies?—Yes, we are in touch with them, but the Prison Commission allow us to go into the prisons and hold missions, that is to say, family prayers in the morning and sometimes in the evening, and at other times. We are allowed to try and get the men into a good humour with us and with religious societies, so that when they come out they will come to us. We go to the cell and we try to make the acquaintance of the man inside. We say to him, "What is your trade? Where could you get work, where is your best chance?" And we arrange to take that man straight away from the prison to the place where he says—perhaps Southampton. Now things are getting better in the North; we shall be sending more men up North now. It is a scientific treatment of the subject.

8072. Have you an agent on the spot, say at Derby or at Durham, who sees each prisoner when he comes out?—We are in touch with every prisoner. We have not a man in the town of Durham, because Durham is not an outlet for labour. We send over from Newcastle to Durham or from Leeds. We should send up to Durham and take the man straight away.

8073. You agree that the most important thing of all is to protect the man immediately he comes out of prison?—Oh, yes, the chaplain is practically our agent in the prison, and he makes all those arrangements beforehand.

8074. But the chaplain might not always be able to go down to the prison gate with that man?—No; he writes to say, "Smith is coming out at ten o'clock next Monday morning, please have him met; I cannot send anybody with him." Very often the Discharged Prisoners' Aid Society will be there to take him down, say, to Leeds.

8075. (*Mr. Davy.*) To pass him on to you?—Yes. The Prison Commission do what they can to help us, because the prisoners are not only assisted by us, but offered four months' employment; that is the point. At the 120th day the man is turned out, so that he has to get work during those four months.

8076. (*Chairman.*) You have considered the question of labour bureaux; I think you are in favour of having bureaux of national work?—Very strongly.

8077. Could you kindly tell us what your view is in regard to it?—Every institution is with us a labour bureau; we try to get all the information we can for our own sakes.

8078. Some witnesses considered it would be a good plan to have information at police stations or casual wards showing where work is obtainable within a reasonable distance?—That is most important; you cannot carry out the principle of a penal colony without it.

8079. You would be in favour of establishing that system?—I consider it absolutely essential. It is part of the principle of the way-ticket.

8080. I understand you suggest the abolition of casual wards; what would you put in their place; where would a man who was honestly in search of work lodge for the night?—He would lodge at a local home where work would be provided. The labour lodging home with the way-ticket system could be cheaply installed. We tried this system ten years ago. We tried it on the road from London to Southampton, and we used certain of the best lodging-houses we could find. We got the lodging-house master to provide labour; we then started the way-ticket and the man went from London to Guildford; he worked at Guildford and then went to Winchester; he worked there and then went to Southampton; we had Petersfield and one or two other places in as well. After the man did his work he got his night's lodging and his plain supper and breakfast; then he passed on to the next place. We failed in it because we could not make sure that the labour was really performed.

8081. Who looked after the labour?—Well, we failed because they were not our own men.

8082. The lodging-house keeper would probably not always be a fit person to look after the labour of the men?—Quite so; the thing failed on that account. We went

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on for four years and very unwillingly we were driven to give it up.

8083. If that were the substitute for the casual ward it would not be altogether a satisfactory substitute?—It would be a satisfactory substitute if the labour was genuinely enforced by the State.

8084. In what would the labour lodging-house differ from the casual ward?—It would be more humane.

8085. In the casual ward the inmate is under the control of the master who is an expert in dealing with these cases?—Yes.

8086. He sees that the ward is clean and properly kept and that the man does his task?—The great majority of the vagrants are not really seeking work at all.

8087. I should say the majority of them are escaping from work?—Certainly. I think the number of vagrants would be reduced to a mere nothing, if the police had greater power to arrest, and if persons giving alms to beggars were fined. There was an old Act of Parliament whereby the donor who gave to an able-bodied pauper was fined 1s. for every 1d. given. It would be a very good thing to get it in again.

8088. While you were working your way-ticket system, did you find that it affected the number of vagrants?—Where we had our own men, and where we insisted on the labour, vagrants used to avoid the towns like poison.

8089. Then the effect of the way-ticket was quite satisfactory in that way?—Quite satisfactory.

8090. It was a deterrent in one way?—Yes, a deterrent.

8091. Did you do anything in the way of giving food in the middle of the day, as is done under the Gloucestershire system?—Well, it was generally managed in some sort of informal way.

8092. Do you not think that is an advantage that a man should have with his ticket an assurance that at any rate he will not starve?—Yes.

8093. At present, if a man on leaving the casual ward begs on the road he commits an offence for which he may be sent to prison. If he does not beg, he may be very short of food?—Yes; we used to arrange that the man had a little something to take with him. Of course, if you are going to compel the police to arrest, you are met with the difficulty of carrying out the present law. Public opinion, as I submit, does not endorse the action of the police. The man is known to be a vagrant; he means to live and die a vagrant; well, that man is making a very comfortable living and doing well.

8094. Well, if he is not making a comfortable living he is living a healthy life?—He has got a splendid life; he can sleep out; he can get plenty of clothes from anybody, with a copy of the *Morning Post* for a shirt, he is well off, he can lie out; he does not need to go to the casual ward.

8095. That proves, I think, the success of the open air system; but these men do not look over-fed as a rule?—Well, they are over-drunk if they are not over-fed; they generally can get a glass of beer, and on the whole they are fairly healthy.

8096. Would it be your view that if there is to be a general way-ticket system it should be worked through the medium of the police?—Yes, certainly; but it will not be effective unless you arrest the sturdy beggar. He should be locked up for one or two years.

8097. You have studied the labour colony question, I believe?—Yes, sir, I have.

8098. You suggest that there should be three sorts of labour colonies; the penal labour colony, which should in fact be a prison?—Yes; only much cheaper than a prison.

8099. It would be more or less an out-door prison?—Yes; the work would be reclaiming the land or afforestation.

8100. Then you would have another colony rather less stringent?—Yes; a compulsory one, but of a restorative nature, to act as a sort of stepping stone.

8101. I suppose you would classify the inmates according to their previous character?—Yes, as far as possible. I would classify and subdivide into small numbers.

8102. Your third kind of colony would be the voluntary one?—Yes.

8103. In the voluntary colony I suppose you would put a man on his parole, and not place any restraint upon him?—No, there would be a sort of judgment deferred upon him in some cases.

8104. You would put him on his parole, and tell him that if he ran away and was apprehended, he would be treated as a man who had absconded?—Yes, he would then go to the penal colony.

8105. Have the Church Army established any labour colony?—We have only one land colony, which is used by us chiefly as a test for emigration, but all our labour homes throughout the country—there are a hundred of these institutions—are practically voluntary colonies. If the Government start the penal colonies, either one or more of the two sorts which we suggest, then we should at once prepare half a dozen voluntary colonies to receive cases from the Government.

8106. Have you seen the various colonies in this country or in Belgium?—No; I have not visited any of them; but I have come across individuals who have been greatly benefited by their stay at Hadleigh and Lingfield. I have visited several German colonies.

8107. Now would you have your proposed colonies under the State?—I should suggest that it would be better done not by the State, but by the State paying grants of half the cost.

8108. Would you not have the penal colony under the direction of the Government, because it would be a prison?—Yes; but not the voluntary one. It is far better and cheaper for the State to give a small grant to some society than to manage the voluntary colony themselves.

8109. Or to throw the whole cost on the unfortunate ratepayers?—I should say it would be to a very small amount on the ratepayers. I believe the Salvation Army and the Lingfield people take grants from the guardians for some of their cases from 5s. up to 10s. per week. Under our system we have declined to take grants from the guardians at all; we have said, "No, we want to make this man work; we do not want him to say he is a boarder paid for by the State. It is a great loss to us and has crippled us perhaps in the extent of work, but it has enabled us to make the man so work that when he gets work outside he keeps it. Now we should propose that the voluntary colonies should never have more than half or two-thirds the cost of the man.

8110. You think that he should work out the rest?—Yes; the man must be made to work out the rest from the Church Army, or the Salvation Army; we must stand to lose money so as to put pressure to make the man work.

8111. What length of detention in the colony would you suggest?—For the land colony, I should say six months at least, with the option to us of saying twelve months.

8112. To get a man into working habits, good health, and so forth, you would say six months at least was necessary?—Yes. I should work the second colony on the principle of Elmira, where the prisoners can shorten their term by their own action, by good work and good behaviour. The man who is a sturdy beggar and who will not work should be imprisoned for a longer period to acquire a habit of work.

8113. He should be detained for a long time in a compulsory colony?—Yes. We should very strongly wish the colony to be broken up into families so far as possible; for instance, if you have got 500 men, these 500 men should be divided up into separate families with a man responsible for a certain number: they should live apart; they should not all feed together, or sleep together; one lot should not associate with another lot; each lot would have their own separate sitting room. We have an object lesson, for instance, at Shepherd's Bush in one of our women's homes. There are thirty-nine women; those thirty-nine women are divided up into three sets of thirteen, and there is a mother and a sister for each thirteen. They invite themselves to tea; they are quite separate; they are under the same roof but they never associate;

their work is different. Herein lies the success of the reclamation part of the penal treatment.

8114. You have alluded to the women; do you have any children under your care?—No, the Waifs and Strays Society and Dr. Barnardo deal with them; besides the children are hopeful cases; ours are what the world calls hopeless.

8115. What sort of buildings would you have at the colony?—I think the present system of very expensive buildings for workhouses is not desirable. From our point of view we should say that at the penal colony for the restoration of waste land the buildings should be of a very inexpensive character, the sort of building that the London county council would not allow, that is an iron building with a wooden lining.

8116. Have you had plans or estimates of such buildings?—We have erected such buildings ourselves; we bought the corrugated iron, and the wood, and made the men erect the buildings.

8117. The cost of the buildings would be a very important item in the case of labour colonies?—We submit that you should make the colonists erect the buildings. It might be slightly more costly, but it would give labour it would help to make the men useful. I think in Belgium and in Holland the buildings have been nearly all erected by the prisoners themselves.

8118. Could you at all indicate the cost per man of the sort of buildings you suggest?—Iron buildings cost about £10 per man against bricks at £40. The London county council practically clock us as regards that sort of building now.

8119. That is as regards London?—Yes. They do not allow us to sleep in the buildings we erect. We have put up iron buildings and have had to pull them down, because they would not allow us to sleep in them.

8120. (*Mr. Davy.*) Have you formed any idea as to the size of each family in the penal colony; how many men should be put together?—I should say not exceeding twenty-five or thirty to each family.

8121. Your view is, I suppose, that the only chance of reclaiming a man is by personal influence?—Yes, the family should be under a father and mother. That is most important.

8122. According to your idea the cases sent on to a colony worked by a voluntary association like yours would be the more hopeful cases?—Probably, yes; we should especially ask for the privilege of being allowed to go into the compulsory colonies—both of them—to make the acquaintance of the individuals before they came out, the same as we are now allowed by the prison authorities to go into the cells.

8123. Supposing the colony is broken up into families, do you think it would very much matter how large the colony was?—Well, I would not have the colony for more than 500 inmates.

8124. If you are going to have several colonies, the question of the cost of the buildings would be of the first importance; you must have cheap buildings?—You must have cheap buildings, because very likely when you have restored that land in twenty years' time you would not want the buildings; you would move to another place.

8125. When did the county council shut up your buildings as being a breach of their byelaws or of the Metropolitan Building Act?—I really cannot say when it was; two or three times, I think, we have been shut up; we have had to turn the buildings into work-shops or pull them down.

8126. Were these places classed as common lodging-houses, or were they labour homes?—They were labour homes.

8127. Some of your institutions are under the inspection of the London county council, I think?—Yes, we do not at all mind being under their inspection.

8128. As regards the receiving home at Banner Street, do you take people out of the streets every winter, or was it only last winter?—In a smaller degree every winter, if we find it necessary. Under the old administration in Banner Street, homeless persons were given free bed and free food. It was absorbed by the Church Army some years ago.

8129. You take men in only up to three o'clock in the afternoon in order that they may do some work to pay for their dinner?—Up to four; we have to make exceptions some times.

8130. Where people are evidently in immediate want of something?—Yes, and where you can see the man is a genuine and hopeful case.

8131. The fact that you do not take them in late has the effect that you do not relieve the vagrant wards; I mean to say that if a man has been refused at the vagrant wards it would be too late to come to you?—It is too late except with regard to the relief work in the winter time. In the winter time we have work going on all night.

8132. Usually speaking, a man who is refused at the vagrant ward could not then come to you; it would be too late?—Yes.

8133. A good many people sleep out in London, do they not?—A great number sleep on the wooden staircases in tenement houses; you cannot get at them; they are too sharp.

8134. Do you find that in other towns numbers of people sleep out at night?—Yes, in Manchester you see them in hundreds at the brick crofts.

8135. You are aware that the chief constable of Manchester makes raids on the brick crofts occasionally and arrests these sleepers-out?—Yes, but he only catches those who are not wily enough.

8136. Do you know any town where the police enforce the law against sleeping out?—No; because public opinion is not strong in favour of enforcing it.

8137. You mean the magistrates will not convict?—The public will not send a man to the casual ward.

8138. You do not know any town where the police steadily repress sleeping out?—There are certain towns; Glasgow and Liverpool are more stringent than London.

8139. Is London one of the slackest?—I should say London was about the slackest of all; but it is not the fault of the police; it is the fault of public opinion behind the police. In Glasgow and Liverpool there is stronger public opinion behind the police than there is in London.

8140. Are you suggesting that the magistrates are amenable to public opinion?—I think that the magistrates are affected greatly by public opinion; the account of their proceedings comes in the paper the next morning and they get it at breakfast. Public opinion comes down upon them very likely before they get out of their house.

8141. You have told us that about 50 per cent. of the people in your homes find situations?—Of those who remain on the average thirteen weeks.

8142. What do the other 50 per cent. do?—They go to the dogs or leave us to seek work.

8143. Does that mean that they become vagrants?—Yes, some; or criminals.

8144. Or people who hang about at free shelters?—Yes, sir, a proportion of them.

8145. You do not hear of them again?—They have got a knack of trying to turn up at another home and swindle us.

8146. That you will not have?—Well, we photograph them and pass the photographs round as far as we are able; but we are often swindled.

8147. Then if they become destitute, they must fall back on the Poor Law?—Well, you see, a great number that we have to do with never cost the Poor Law a farthing; they go to prison; they are never in a casual ward and they are very rarely in the workhouse, except it is the workhouse infirmary if they are ill.

8148. The frequenters of the casual wards are rather the élite of the submerged tenth, are they not?—Yes.

8149. The ones who like to be clean?—Yes, they are; a great number never go into a casual ward.

8150. Casual ward frequenters are rather a distinct class in London?—Yes, they are looked upon by a number of the others as a sort of bloated aristocrats.

8151. Do you find that discharged prisoners often become vagrants?—Oh, yes, some do, but they are more hopeful cases; we would rather have a discharged prisoner than any other form of outcast.

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8152. He is probably a man with some sort of go and energy?—Yes, they are more hopeful; that is why half our energies are spent on the prison cases; we like them best.

8153. A man absolutely without character is the most hopeless person, I suppose?—Yes, he is.

8154. You are against the man who lives on free food?—Yes, strongly.

8155. Your whole association is based on “nothing for nothing”; you require work for food?—Yes.

8156. What you say against free food would also apply to free shelter?—Quite so.

8157. Do you think that free food and free shelters are a mischief to the State, and to the community?—Oh, I think so. They manufacture the article that we try to cure.

8158. Do you think that the evil is sufficiently grave to justify a power of veto being given to the sanitary authority as to free shelters, or to the police as to free food?—May I ask what you mean by the veto?

8159. Well, take a free shelter in London; it is registered as a common lodging-house; if it offends the conditions of the London county council, it may be closed as being insanitary or something of that sort?—Yes.

8160. But the county council have no power to say “Now that free shelter is a nuisance to the locality: it must be closed?”—I would like to insist that work must be done to the value of the accommodation provided.

8161. Would you give the municipal authority power to shut up these places on general grounds as being mischievous economically?—No. I should give them power to do it, if work is not provided in the shelter.

8162. But if they fail to comply with the conditions which experience shows are necessary, so that the public would be injured, then you would give the authority power to close the shelter?—If they do not comply with the condition which requires work.

8163. Do you think it is essential that the lodging and bedding should be up to a certain standard of comfort?—Yes, we think that sheets should be provided for all beds.

8164. I notice that in your lodging-houses and homes you have good beds?—Yes, we think that helps to restore a man's self-respect; he says, “Well now, that is worth living up to,” and he will make a struggle to do it, whereas if he is lying in a bunk, with a bit of cloth over him heated up to 60°, it does not improve the standard of living.

8165. You think that a very low standard of lodging tends to degrade a man?—Well, we think so; still I would rather say we do not think it helps to raise him; I would rather not express any opinion, because it would appear to be unkind to several other agencies. We do not think it helps to raise the man; but I take it that a philanthropic lodging-house, though it is worked for a profit, must help to raise men.

8166. Your lodgings cost 5d. a night, or three shillings a week?—It varies according to the town—4d, 5d. and 6d. In London it is mostly 5d. and 6d.

8167. That is as much as people pay at the ordinary lodging-houses?—Yes, quite as much; we admit we try to make the lodging homes pay, but not the labour homes.

8168. Do you think you cut into the business of the ordinary lodging-house keepers?—We may; we think we cause them to keep their standard up higher, and therefore in that way we do cut into their business, but as we show a profit on the invested capital, we feel we are perfectly justified in doing it.

8169. You are fair competitors?—Yes, of course. Our lodging homes are, further, handmaidens to the labour homes. You see a man, after he has gained his work in the voluntary colony, the labour home, still remains in our hands in the lodging home; he pays us 5d. upon which there is a profit of about a halfpenny; he is already a philanthropist trying to help his other brother in the labour home next door, and we have got our arms round him in the lodging home, so that the system of a penal colony, the compulsory colony, and the voluntary

colony, almost need, from our point of view, a lodging home to carry on the line of reclamation.

8170. (*Sir William Chance.*) Do the lodgers know that they are philanthropists?—Yes, we encourage that very strongly. It is very important; we say “We are making a halfpenny out of you to-night; now that halfpenny is to help that poor chap in the labour home next door.” The lodging home is always next door to the labour home.

8171. (*Mr. Davy.*) How many homes and lodging-houses have you in London?—About twenty men's homes. Altogether we have about sixty regular labour homes and twelve receiving homes.

8172. You have women's homes as well?—Oh, yes; the vagrancy question hardly applies much to women, there is a very small percentage of women.

8173. You have expressed yourself in favour of labour bureaux; would you have these municipal or under the State?—I should have thought they would have to be partly both.

8174. Would you agree that it should be the duty of the local authority to run these bureaux?—I should have thought they ought to be both State and municipal.

8175. It has been suggested to us that if there are State labour bureaux, the State would take the responsibility for finding work, supposing that the man could not find it for himself?—I do not see that.

8176. Do you mean that you would pass a man on from labour bureau to labour bureau, and if ultimately he found nothing, he would have to come to you?—There may be great demands for labour in certain places, while there are no demands in others; if the labour bureau is only municipal, a man does not see beyond the length of his nose. For instance, there was a great boom at Southampton about three years ago; an outlet for an enormous quantity of labour.

8177. But do you not suppose the labourers knew that without the bureaux?—Yes, they knew it from the halfpenny paper a good deal; still we got a lot of people down there. If we had got them up here we should have been a long time before we got rid of them.

8178. If you tell the man where labour is to be found, the next step is to take him there?—The way-ticket system would get him there.

8179. According to your plan, a man would get a night's lodging and food for a small amount of labour?—Yes, and if there is no casual ward, I should propose a very much cheaper arrangement of labour lodging homes.

8180. Your experiment was taken straight from the German *Herberge*?—Not quite; two or three of us went and studied the system in Germany, and we were very much smitten by it; but, for instance, you cannot insist on an Englishman having his clothes baked, not only in sulphur, but baked with steam at 212°; an Englishman will not stand it.

8181. But the idea came from Germany?—Oh, yes.

8182. Now, who in Germany judges of the quality of the labour done?—The house-father.

8183. Why do they not come to grief on the same point that you did?—They have a red tape sort of way; they almost count the sticks a fellow chops; that is the sort of mind they have, and you cannot get Englishmen to do that.

8184. Therefore you must allow in copying foreign systems for what would be called in the individual the personal equation, the difference in the character of the cases?—Oh, yes, very materially.

8185. You have not seen the farm colonies in England?—No, I have not, except our own; but I have studied every detail of the system.

8186. Now, do you think agriculture is good work to put a man on?—I think it is the best curative agent for a drunkard, and you must remember large numbers of these vagrants are inebriates.

8187. Why should it be so particularly good for a drunkard?—Because he is out in the fresh air, which is the first thing to cure him; quack remedies are all very well for making money, but what he wants is

oxygen, labour, fresh air; and the turning up of the soil seems to have an exhilarating effect on him.

8188. You believe in ameliorating the condition of the man by the earth and the earth by the man?—I do, sir; it is God's way.

8189. Well, but unfortunately there is the obstacle of climate, is there not; what are you going to do at your agricultural colony when there is a frost?—Well, it is very difficult; that is why we are obliged to find some sort of industry like making sacks at our little farm colony at Newdigate; we are obliged to have that indoor work.

8190. You must have a subsidiary industry?—Yes, it is well to have it.

8191. You do not believe that any compulsory labour of that sort can be made to pay its expenses, do you?—No.

8192. There must be a loss?—There must be a loss.

8193. Do you not think that a great deal of mischief is caused by people who say that if you have a labour colony or a farm colony it can be made to pay its way?—It is the most mischievous thing; it is perfectly untrue. I do not think any expert would have told you that. They try hard to make it pay but they cannot.

8194. Do you think there would be a better chance of the State making it pay?—No.

8195. Or a municipality?—No; of course you have a little better chance of making it pay if it is compulsory.

8196. You have the man for a longer time?—It is compulsory; you could withhold food from him if he does not work; that is the only way you can make him work.

8197. (*Chairman.*) That seems to be the general opinion, I think?—It is a very shameful thing that a man who is loafing outside here at the corner should be better fed, living on plenty of food and plenty of drink, and not doing a stroke of work, while thousands of excellent hard working people are to-day, here in London, out of work, and their wives and children are badly fed, and the children are not having a fair start; it is a very wrong state of affairs.

8198. (*Mr. Davy.*) When the State assumes the responsibility for a man's whole life they must feed him adequately, I think?—Yes; but if he does not work he should not get any food, or only just enough to keep him alive. In Italy the system is to pay for work on a farm according to the number of square feet that a man digs.

8199. (*Mr. Simpson.*) In England and Wales you have about sixty labour homes and twelve receiving homes?—Yes.

8200. At the receiving homes you only keep persons for a short time?—Yes.

8201. Do you receive persons direct into the labour homes?—In the provinces we do.

8202. But not in London?—No, not in London.

8203. The Banner Street receiving home belongs to the Homeless Poor Association?—Yes.

8204. Do the other homes belong to you or do you hire them?—They are leaseholds in most cases, but a good many of them are our freehold property. As to the Banner Street institution, that is worked by the same committee as the Church Army, so it is practically ours.

8205. The Church Army has really absorbed the Homeless Poor Association?—Yes.

8206. That is a very old association, is it not?—Yes; they gave free food. The moment we got hold of the home we said, "No, you must have work," and the committee practically resigned.

8207. Was Banner Street the only place they had?—Yes; with the same amount of money that it cost them, we administer three other homes because of the profit on the labour.

8208. At any of your homes have you anything like a farm?—We have only one farm home, and that is chiefly for testing for emigration.

8209. Where is that home?—At Newdigate in Surrey; it is a very important place for us, because every emigrant from the southern part of England is tested there.

8210. And at the other homes the industries you have

are quite of a simple kind, are they not?—Yes; mostly jobbing, waste paper collecting, and wood chopping.

8211. I suppose you get a great many orders from people who give you work from philanthropic motives?—Yes. Instead of cutting a trade to sell our goods, we appeal to the charitable instinct of church people. We take men of any denomination; we do not restrict to the Church of England; a Roman Catholic can go to his Mass, and a Baptist can go to his Chapel.

8212. But you are largely or mainly supported by Church of England people?—We are, but we do not restrict the benefits.

8213. That removes a great deal of the difficulty about getting rid of the products of your industry; take wood chopping, for instance, and wood cutting; suppose you were run on a commercial basis, the first requisite would be that you should be able to give your customers a regular supply?—Yes.

8214. And probably there would be a considerable difficulty about that, because there would be times when you would get a large number of inmates, and those might be exactly the times when you would not have many orders, or you might have a number of orders, and your number of inmates might fall off very much, and you would be unable to fulfil your contracts?—Yes, that is why we use wood chopping; our inmates fall off in the summer time and our wood chopping falls off in the summer time.

8215. I suppose you accumulate a large stock of bundles of wood in order to give a regular supply?—We do not contract to supply fire-wood even, because we want to get private orders; from private individuals we get 3s. 6d. per 100 bundles instead of perhaps 2s. 9d.; that is how we exist.

8216. In any of your labour homes would you be prepared to receive persons committed compulsorily by magistrates, supposing the law allowed magistrates to commit them to you to be kept at so much a year?—We have a large number with us with judgment deferred. That is the nearest thing to it.

8217. (*Mr. Davy.*) Are they sent by the London police?—Some from the London police and some from the country. They will have to come up again if they do not behave themselves while they are with us.

8218. (*Mr. Simpson.*) Do you often find that you have to bring them before the magistrates to have judgment passed?—No, they are generally the best of the cases.

8219. The object of your organisation would be to deal with the more hopeful cases so far as the vagrant class is concerned?—Yes; we cannot help the others at present because public opinion does not support the police.

8220. If magistrates had power to commit for, say, one to three years vagrants who had been convicted frequently, would your organisation be suited to receive such cases?—Those who are convicted over and over again, we submit, must go to a compulsory State colony.

8221. Supposing a Bill were passed allowing any voluntary association to be licensed by the State, say by the Home Office, for the compulsory detention of vagrants for a considerable time, would you come forward and ask for any of your labour homes to be licensed?—I think, if such a Bill were passed we should come forward; but we are not very keen that there should be such a Bill.

8222. It has been urged on us a good deal that the best way of dealing with vagrants would be that they should be committed for a long period to a place of detention—a penal colony—something which is not quite a prison?—The best of such cases we would take then into our existing homes and colonies.

8223. And the worst of them would be committed straight away?—It is only wasting your time sending them to us; we might be willing to take them; but with the sturdy beggar who is determined never to work, it is only wasting time and money to tackle him in a voluntary colony.

8224. Suppose you were able to turn your home into a compulsory colony, would you undertake that work; if the State said, "We wish these sturdy beggars to be committed to a place of detention for a considerable period, and we think that voluntary enterprise will probably run a place of that kind more cheaply"?—There would be the

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expenses of warders ; you must have warders for such a place, for you practically become a prison. At the present moment we have got an object lesson at our colony at Newdigate. That was started at Dr. Branthwaite's request.

8225. As an inebriate colony ?—Yes. Here is the object lesson before you. The difficulty was that the people sent to us were not the sturdy beggar class, only they were sturdy inebriates. The law does not allow us even to call in a policeman if they are knocking us about.

8226. You found you could not control them ?—At the present moment the law will not support us ; if a man should knock us down within our own labour colony, we cannot call in a policeman to take him up.

8227. But assuming that the law was altered so that your home was licensed practically as a prison, with compulsory powers of detention of sturdy rogues there for a prolonged period, and that the State instead of starting an institution themselves, licensed you to do it and paid you part of the cost of maintenance ?—The expenses of warders would be so great.

8228. But the State would pay part of the maintenance ?—The inmates of the prison at the present moment cost per head about 18s. per week. The labour colony in Belgium works out at 5s., but we could not do it for that amount. It would cost a private society more than the State, if the State will only work it on reasonable lines, and not build magnificent prisons.

8229. Suppose the State gave you, say, three-fourths of the cost, would you feel inclined then to undertake the work ?—Yes, I think we would on those terms.

8230. A great many consider that private enterprise could run a penal colony for sturdy rogues and beggars on the whole cheaper than the State would be likely to do it ?—We propose that there should be a strong penal colony ; and then a compulsory colony on moderate lines ; that is the one you propose should be under voluntary management. But looking to our experience of inebriate cases there would be certain cases which would not be fit for us.

8231. You mean to say that judging by the analogy of the inebriate homes you must have some place under State control, to which the worst cases can be removed ?—Yes.

8232. Just as you have Warwick prison for the worst inebriates ?—We propose, instead of the ordinary prison system, to put them on the land. Most of what you would call the hopeful cases would be better on the land than they would be penned up in prison.

8233. But in the case of vagrants do you not think that the worst cases are really hopeless, whether in prison or on the land ; you are not likely to make men of them ?—They are more likely to be made men of on the land than they are in a town labour colony, even the worst cases if you are prepared to starve them if they will not work.

8234. But they would have to be dealt with on the assumption that you are not likely to make much of them, or reform them ; vagrants who are over forty years old, and have been all their lives on the road, are not likely to be made men of by any institutional treatment ?—No, these men would come into the penal colonies again as soon as they were out ; they would be nearly always in one of them ; you might want to have power to keep them always. But they could work out their own social salvation at 4s. or 5s. on the land, while they would cost in the prisons 18s.

8235. You would have to look at that agricultural colony as a place of refuge for the refuse of the prison ?—Yes, for certain cases.

8236. (*Sir William Chance.*) I think you said you looked on your prison cases as the most hopeful cases ?—Yes.

8237. Does that quite agree with the figures you have given in your statement ?—Well, in London, of the prison cases, 30 per cent. were good, 62 per cent. doubtful, 8 per cent. bad ; of the poor law cases, 23 per cent. were good, 57 per cent. doubtful, 20 per cent. bad. Of the other cases, 60 per cent. were good, 24 per cent. doubtful, 16 per cent. bad ; that includes a large number of private recommended cases.

8238. You do not count them as ordinary cases ?—No. For instance, you might be interested in someone that you want us to pull together, who has worried his family and that sort of thing, and you have sent him to us ; we very often get those cases through successfully.

8239. You would call those extraordinary cases ?—They are.

8240. As regards your provincial homes, I see that of the prison cases 30 per cent. and of the poor law cases 35 per cent. were good ; that is rather in favour of the poor law cases ?—Well, 22 per cent. of the provincial cases had been in prison, and 32 per cent. had never been in prison or workhouse.

8241. There is not very much to choose between the prison cases and the poor law cases ?—No ; only our home-father always preferred to have a prison case to a poor law case.

8242. Have you ever visited any casual ward in London ?—Yes.

8243. Have you done so recently ?—Yes, but not carefully inspected, except some fifteen or eighteen years ago.

8244. You are aware that there has been a great change in the condition and management of casual wards during the last fifteen years ?—Yes, I believe they are improved.

8245. I wanted to ask you how far the general management of a good London casual ward compared with your receiving home ?—I cannot answer the question. At the receiving home the system is altogether different : the man has got to have a bath ; but he gets a separate bath with us ; he gets his own clothes in most cases.

8246. That is so in the casual ward ; the man gets his separate bath, and gets his own clothes when he leaves ?—He does not always get a separate bath.

8247. He would if the casual ward is managed in accordance with the Orders of the Local Government Board ?—Yes. Sometimes, if the man is clean we do not always insist on the bath.

8248. What I wanted to find out was, what is the actual difference in regard to the treatment of a man in the London casual ward, and in one of your receiving homes ?—With us he does not do his work in a cell ; he works along with the other men ; they can talk together in the workshop.

8249. There may be a difference, too, in regard to the greater personal interest which is taken in him in the receiving home than in the casual ward ?—It may be so. Usually of course, we are always on the look-out to find one or two men whom we can get on their feet out of that group coming into the receiving home.

8250. But would you say there is very much difference ?—I hear continually what the inmates say ; they feel in one case they are going to prison ; and in the other they are going with the chance of getting upward in the social scale ; that is the point.

8251. You advocate the abolition of the present casual wards altogether ?—The present system of them, yes.

8252. Because, as I understand it, you say they do nothing whatever to help the men ?—They do nothing whatever.

8253. A man leaves the casual ward, according to you, in the same state in which he entered it ?—Yes.

8254. That is your reason for wishing for its abolition ?—That it helps nobody, unless it really helps some to carry on a vagrant life ; a certain class of man who gets used to it can go on ; but that is not the ideal life.

8255. In your statement you say " Abolish the existing casual ward system altogether ; the buildings and staff might be partly utilised for the purpose of the way-ticket system." Therefore you contemplate using the existing casual wards under your new system ?—A modified form of labour lodging home.

8256. Does that mean that you want them put under entirely different control ?—Not necessarily different control, but worked with a view to raise men rather than simply to accommodate them for a night and then send them on.

8257. You are rather condemning the present system, you see, of the casual wards ?—We do, most undoubtedly.

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8258. And you therefore want to put something in their place?—Yes.

8259. And you suggest that the existing wards may still be used?—Under modified treatment.

8260. Do you think they should be under the guardians?—I suppose they must be under the guardians.

8261. But you propose to abolish them. I want to understand clearly what you mean by that?—We feel that the casual ward to-day never helps a man; not one in a thousand. The workhouse is bad enough; but the casual ward we feel helps nobody off the rates.

8262. Does it not come to this, that if the casual wards are to be kept, it must be under some different system than at present?—If you give the police power to arrest; if you have got your penal colony for the vagrant, then you are in a position to manipulate the casual ward in a very different way.

8263. You still want some kind of relief station under the way-ticket system?—Yes, but the demand would be very much smaller, because the casual wards are largely filled with people whose business it is to live upon the system.

8264. Then you think that the casual ward might be used as a relief station?—Yes, sir, it might be adapted to it.

8265. But it would have to be under different control; it would have to be in connection with the general system of the way-ticket?—It would be a part of the way-ticket system.

8266. You made an experiment in 1898 of establishing some kind of relief stations in connection with a way-ticket?—We spent £2,000 or £2,000 on it.

8267. I understand you found that it was the work required in those homes and not the way-ticket which was the deterrent, and prevented the vagrant from coming to you?—Yes. The men took the way-ticket, and when they came to Winchester, which was our own place, they were frightened of it because work was enforced there. They liked Petersfield and Guildford, because the work

was managed by a lodging-house keeper, who failed to give a sufficient test, and the thing broke down.

8268. What you want to stop by your system is indiscriminate charity?—Most certainly; we should like to see a man fined 1s. for every penny he gave to able-bodied paupers, restoring the law as it stood in the reign of Henry VII.

8269. What in your opinion is the effect of giving this charity indiscriminately to vagrants?—Why, it manufactures vagrants.

8270. (*Dr. Downes.*) Have you formed any estimate of the probable numbers that would have to be dealt with under the system of colonies you have sketched in your statement?—No, I have formed no idea of the numbers; there is a very large number; of course you would go by degrees. If it was reclamation of land or afforestation, of course the buildings would be inexpensive, and could be moved.

8271. You would proceed very much as would a contractor on a big piece of work, I take it?—Yes, like putting navvies on a railway; the buildings would not be very much better.

8272. Now, in the case of the penal colony, would you have it fenced in?—I think that would be hardly possible.

8273. You might have a class of man who might be a nuisance or a danger to the neighbourhood?—There would have to be increased expenditure in respect of warders.

8274. It may possibly be necessary to fence a certain portion?—It might be for extreme cases. If they were treated as second and third class, and if they felt they could get themselves out of that class by every day's work they did, the fenced class would gradually become less.

8275. (*Chairman.*) Thank you very much for the assistance you have given us.—May I add that it seems to me that it would be fatal if any scheme for dealing with vagrants were to be for London only. The way-ticket for London only would be fatal.

TWENTY-SECOND DAY.

Thursday 22nd June, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.
Captain EARDLEY-WILMOT.

Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*)

Mr. H. PRESTON-THOMAS, Local Government Board Inspector, re-called; and further Examined.

8276. (*Mr. Davy.*) You have lately reported on the labour colonies of Switzerland?—I was in Italy last year, and I asked the Local Government Board whether they would like a report on the Swiss system of dealing with vagrancy, which I had heard was a particularly good one, and which I happened to know had enormously reduced the amount of begging along the roads. They acquiesced: I devoted a fortnight to the enquiry on my way home; and this is my report on the subject (*see Appendix XVII*). It has been made a Parliamentary paper.

8277. What is the poor law area in Switzerland?—Each individual canton and each *Gemeinde* or commune.

8278. The area of settlement is the commune?—Yes.

8279. How many cantons are there in Switzerland?—Twenty-two.

8280. All the cantons are subject to the Federal law with reference to vagrancy, are they not?—Yes, but in practice the dealing with this matter is left to each individual canton.

8281. Is there not a general Federal law as to begging dating from 1850?—That merely provides that beggars and tramps are to be treated in accordance with the law of each canton.

8282. Then the law in each canton varies considerably?—Yes.

8283. Is there not an inter-cantonal institution for dealing with vagrancy and mendicancy?—Yes, there is the Inter-cantonal Union for the relief of poor travellers, which was established some dozen years ago, and which now extends to fourteen out of the twenty-two cantons of Switzerland. It is a voluntary society, but certain contributions are made to it by both the Federal Government and the governments of the particular cantons.

8284. That is a system rather like the German system of *Herbergen* and relief stations?—Yes, to a certain extent.

8285. That is to say, it enables a traveller—what we should call in this country a *bona fide* traveller—to travel

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over Switzerland without having recourse to the poor law or the police?—Quite so, except that the police are very much mixed up with it; some of the *Herbergen* in Switzerland are at police stations, but it is a voluntary society intended to prevent, as you say, people having recourse to the poor law, and to help them on their way.

8286. The existence of that society would probably make it easier to enforce the law strictly in the case of real beggars or vagrants?—I believe that is so; I was informed so, but it is one of those things of which you cannot furnish proof. It has very considerably lessened the willingness of people to give alms, because if a man cannot get work, everybody knows he will get a dinner and a bed, and be helped on his way. Perhaps I ought to say that in the eight cantons to which the society does not extend the men are dealt with by the police, who do something after the same fashion.

8287. Can you tell us roughly, what the system of passes is?—The system of passes varies. Under the society's system a man must furnish proof that he has worked for an employer within the three preceding months, and that at least five days have elapsed since his employment ceased; that is to show that when he has received his wages he has not spent them at once on a big drink or anything of that sort.

8288. A man has to show that he has worked?—He has to show that he has worked for an employer within the three preceding months. Then on his showing that, and on his convincing the society that he is a working man and not a loafer, they deliver to him a book which authorises him to obtain food and lodging at any one of the *Herbergen* or relief stations. There they help him to a certain extent to get work, but if he can be shown to have refused work that is reasonably suitable, his book is confiscated at once, and he is then either handed over to the police or left to shift for himself; he has refused work, and therefore they suppose that they were mistaken in taking him originally as a worker, and they will have nothing more to say to him. There is a great deal of employment in all parts of Switzerland at most times of the year, and a man can almost always get work if he really wants it.

8289. Is any route indicated in the book?—No, none at all.

8290. He can go where he likes?—Exactly; where he likes. The way-ticket system in England says that a man if he goes a certain route shall have certain privileges; he shall be exempt from detention to a certain extent. Surely those privileges ought to be given not because he has shrewdness enough to indicate a particular route, but because he is really a working man and in search of work. Why should you cripple him by saying he should continue to go north or south, when half-way he may hear of work to the west or to the east? Why should he be tied down to a particular route? I think that is one drawback of the way-ticket system. I would not cripple him at all in his search for work, and that is what the Swiss say; they let him go exactly where he likes, but, if they find that he is refusing work that he ought to take, they withdraw his book, and he is put on the level of ordinary people.

8291. Would they withdraw his book if he begged?—Yes.

8292. Is there any limit to the time he can search for work?—I am not sure as to that; I think it is a long time. It does not matter very much as they run the thing, because a man will get off the road by taking work, or he will refuse work and have his book confiscated; one of the two. If he refuses work he forfeits his book; if he takes work well and good; he may go on if he takes work at the proper time.

8293. If he takes work he still retains his book?—If he takes work he still retains his book.

8294. So that apparently he might always keep the book by him as an emergency?—Well, he must furnish proof that he has worked for an employer within the three preceding months.

8295. That would be to get his book originally?—Yes.

8296. But having once got his book?—Well, then it is stamped at every station that he goes to, as to where he has been and what he has been, and if his book does not show either that he had worked or been trying to get work, it would be forfeited.

8297. And you say in your report that "furnished with this book the workman may wander over most of Switzerland if in genuine search of work, and will be sufficiently fed (with three meals daily) and suitably lodged on application at any of the stations which the union has established"?—That is so.

8298. Supposing we had a system like that in England, I suppose the relief stations would be at the casual wards?—I should think so.

8299. Or the police stations, or both?—Yes.

8300. Have you anything more to say as to this voluntary society?—No; I think that I have sufficiently stated the facts as they are set out in the report. It is gradually growing, I believe, and it will probably extend over the whole of Switzerland in due time. Everyone I spoke to about it said it was going very well indeed. I may say that I sent this report to Herr von Schumacher, who is a distinguished publicist and political economist, a man who was on the Congo Commission, and is well known outside Switzerland. I made friends with him in the course of my inquiry, and I sent my report to him, to ask him kindly to point out any errors in it, of which I was afraid there might be a good many, and he said there were no errors to point out; he had carefully read it, and he thought it properly represented the facts.

8301. Are you of opinion that the Swiss themselves look upon this as a successful society?—There is no doubt about that.

8302. In Switzerland have they any what we should call indoor relief—relief in workhouses?—Yes, but that is quite apart.

8303. I imagined so, but it was necessary to ask you the question, because it comes in later?—It is quite apart from the treatment of vagrants.

8304. But they have indoor institutions?—They have indoor institutions; in fact in a great many *Gemeinden*, they have three things quite separate; they have the workhouse (*Arbeitshaus*), the sick-house (*Krankenhaus*), and the orphanage (*Waisenhaus*). They have outdoor relief, too.

8305. Have the police powers of sending beggars for compulsory detention in these labour colonies?—Not without taking them before the magistrates. It is done in two ways, the choice between which seems to me to be rather a matter of chance. If a man is caught begging by the police he will probably be warned for the first time, but if he is known, or it is a pretty clear case, the police may do either of two things; they may take him before the magistrates, who may commit him to a forced labour colony, or they may send him back to his own *Gemeinde*. Then the council sits on him and decides whether he is a man who has begged in consequence of temporary circumstances, or whether he is an habitually lazy man who will not work, and if they decide that he is work-shy, they may commit him for a year, or for two or three years.

8306. Is that term of detention the same in all the cantons?—No, each canton has its own law on the subject; roughly speaking you may say that it varies from six months to three years; there are not very many of the six months.

8307. (*Mr. Simpson.*) Six months is the maximum in those cases?—I should say the maximum varied from six months in a very few cantons to three years in others.

8308. What is the minimum?—I do not think there is any statutory minimum, but in practice they never, or scarcely ever, send a man for less than three months, and very seldom for less than six months. I think you may take six months as practically the minimum.

8309. (*Mr. Davy.*) The council of the canton is elected?—Yes.

8310. They have the power of detaining a man for three years?—Not only the council of the canton but the council of the district.

8311. Now if a man is taken before the magistrates by the police and sent on to a labour farm, who pays for him there?—The *Gemeinde* makes a small contribution—sometimes it is a very small contribution—100 francs a year in some cases.

8312. Whether the man is sent by the police or by the administrative body?—I think so. Certainly when

he is sent by the *Gemeinde*, and as a rule, in other cases also. I was looking through the books of one forced labour institution, and they were shewing me the different agreements they had with *Gemeinden* to receive so-and-so at such and such a rate, and I found an entry that "A.B. after six months is a very good workman, his work has produced so much, and we do not think we ought to have any payment made for him," and accordingly they wrote to the *Gemeinde* and told them that A.B. being a good workman they would not charge for him any more.

8313. In the administrative council of the *Gemeinde* is there any Government representative, or what we should in this country call an *ex officio* member of the council?—Not necessarily; it is all done by free election, and there is not necessarily any Government representative.

8314. Did you hear of any objection to a body elected in that way having the power to commit for a certain time to what is in effect a prison?—No; it is like a bench of magistrates practically.

8315. Now will you tell us about the Witzwyl colony; who administers that?—The council of the canton.

8316. By a committee?—Yes. It is in the division of the police.

8317. How many forced labour farms or labour colonies are there in Switzerland?—I have not got the exact number; about a dozen I think. I may say generally that nearly every canton has either a forced labour farm, or has an agreement with some other canton to send its people to their farm.

8318. So that the forced labour colony system covers the whole of Switzerland?—It would cover almost the whole of Switzerland.

8319. And for these forced labour colonies the cantonal council appoints the officers, I suppose?—Yes.

8320. Is there any local visiting committee?—Yes, there is a committee that comes at intervals, and scrutinises things very carefully.

8321. Does the Federal Government take any share in the management or in the inspection?—No.

8322. It is left entirely to the canton?—Entirely to the canton; and the more one sees of Switzerland the more one notices how each canton is to all intents and purposes a separate country for most things. Witzwyl, I may say, is really an extraordinary instance of good management and success.

8323. That is the forced labour farm of the canton of Berne?—Yes.

8324. What is the size of that institution?—It is 2,000 acres, and the number of men is about 150 to 200.

8325. In what sort of buildings are they housed?—Not expensive buildings.

8326. Are they wooden?—No, I think they are all stone; there is plenty of stone about there; the place is at the foot of the Jura and between the lakes of Neuchâtel and Bienne.

8327. They would not cost as much as an English workhouse?—Oh, good gracious, no.

8328. (*Chairman.*) Are they one storey or two storey buildings?—Two storey mostly. The original buildings consisted of some farmhouses, which were added to, but they have practically all been built by the colonists; they have never employed any outside work.

8329. (*Mr. Davy.*) Is the accommodation in dormitories or in cells?—Mostly in cells in this colony.

8330. Now as to the staff?—The staff numbers forty-five, and it was rather curious to see them working; the staff did not act as warders, and it was a great contrast to anything we have here. The whole place is a prison; one has to remember that, but the staff were not so much warders, to prevent the men running away, as foremen; they were working with the men; and the manager there, who is an exceedingly acute person, laid tremendous stress on that; he said that he took infinite pains to get good foremen, who were industrious, and who would not spare themselves; he dwelt on the effect of their example, and described how men came there at first thinking that they would not work, but somehow they got into the swing of it and fell into line with the rest. And the way they work there is very

different from the way in which work is done in our prisons; in our prisons, for one thing, the hours of work are not very long, but in Switzerland they have to work from dawn till dusk, hard at it; it is a matter of eleven hours in the winter and twelve in summer. Of course in the winter during some of that time it is dark, but for that they do not care a bit; the men are made to work at various industries indoors.

8331. (*Chairman.*) Did you see the men working yourself?—Yes, at the reclamation of the land and at various things. They have so many things that men who are not very strong can do; the councils and courts as a rule only send them fairly able-bodied men, but the weaker ones are placed on work of an easier type. For example, they make a large number of straw cases for wine bottles. There is an enormous demand for them; the price in England is something under three shillings a gross, that is, threepence a dozen. It struck me as a very excellent industry for an institution, and is done by the aid of a small machine of a very simple kind. This seemed to me to be good work for not very strong people, and work that we might do in England very well, because instead of importing all our straw cases we might make them in our workhouses and prisons without displacing any English trade.

8332. (*Mr. Davy.*) You say in your report that work begins at 5.30 in the summer and at 6 in the winter, with intervals of twenty minutes at 9 o'clock and 4 o'clock?—Yes.

8333. "Dinner is at half-past eleven, and each man takes his ration from the kitchen to his cell where he remains till 12.30. Men working at a distance from the main building have their dinners sent to them. At 7 p.m. in summer and at dusk in winter they come back, have their supper, prepare vegetables, and do some housework for the following day, and then go to bed." That means about eleven hours' work, does it not?—Yes.

8334. That is far longer than in English prisons?—Yes, far longer; I think it is only four or five hours sometimes in England during which they are actually occupied.

8335. (*Chairman.*) In the colony I suppose there are different classes; are there any of the criminal class?—Yes, and they keep them separated to a certain extent. They have two sets of people at Witzwyl; a few who are guilty of not very flagitious offences, but who have been committed by criminal courts, as well as what they call the "administratives," who have been committed by councils of *Gemeinden*.

8336. I suppose these would not be for every class of criminal?—Oh, no.

8337. Those who had been convicted of more gross offences would be kept in prisons?—Yes, these colonies are only for persons convicted of light offences, such as begging, neglecting their wives and families, and "work-shyness," and a few who have committed small criminal offences, but there are no criminals of at all deep dye, I think.

8338. (*Mr. Davy.*) To a certain extent these labour colonies must relieve the prisons?—Oh, yes, certainly.

8339. They take a certain number of persons who, if labour colonies were not in existence, would have to go to prison?—Quite so; it is good for the men and for the land. They grow beetroot for making sugar, and they supply Neuchâtel with farm produce, milk and vegetables; they have reclaimed this land, and have turned what was useless marsh into good cultivated land by draining it, and now it is a valuable estate.

8340. Were you impressed with the way in which the men worked?—I was impressed with the extraordinary absence of formalism, compared with what one sees in casual wards and in prisons.

8341. They really seemed to work?—They really did work hard, and you saw the results of their work all about.

8342. Now in reference to land reclamation, this colony has only been established a few years; it was started in 1895?—Yes.

8343. When will they come to the end of their land reclamation?—I think in about five or six years more.

8344. And will they then have sufficient work for the men?—They say they will. They will have to regulate

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their crops differently; they will have sufficient work to employ at any rate 150 or 200 men, because they grow crops that want considerable treatment; and then they have their industries.

8345. (*Chairman.*) They will have ten acres per man, taking 200 men?—Yes.

8346. With cultivation they will have plenty of work for 200 men?—Yes; they say there will be ample work. When I put to them that question they said, "Yes, we shall have heaps of employment there in the future, when we have done our reclamation."

8347. And they have workshops of all sorts?—Yes.

8348. Are people taught in those workshops?—They are taught to some extent, but as a rule not unless they have done some work of the kind before, they do not, so to speak, take apprentices.

8349. (*Mr. Davy.*) What is the diet?—Breakfast consists of bread, coffee, and potatoes, dinner of bread and soup (meat twice a week), and for supper there is soup, with now and then fruit. The daily ration of bread is from a pound and a quarter to a pound and a half. The quantity of soup, vegetables, and so on, is unlimited. Men engaged in hard work have extra bread at 11 a.m. and 4 p.m., with either coffee or lemonade in the afternoon.

8350. The diet is good?—The diet is good, except that there is not much meat; it is largely vegetarian.

8351. (*Dr. Downes.*) Is the soup a vegetable soup?—Yes.

8352. Can you say what quantity of meat is given per week?—I have no note of the exact quantity, and I cannot find it stated in the reports; but I believe it to be small.

8353. (*Mr. Simpson.*) Do you suppose that in Switzerland the ordinary diet is more vegetarian than in England?—Much more.

8354. (*Mr. Davy.*) You say that a remission of one-third of the term of detention may be obtained: who gives that?—The canton; the council at Berne.

8355. And is there any system of payment, so that the man goes out with some money?—They give him a small bonus.

8356. And what is done with the man when he is discharged—is he sent to the place of his settlement?—There are two or three methods; one is to send him to a voluntary farm colony at Tannenhof, close by.

8357. And there the man has a chance given him?—The man has a chance at that free colony of going through a period of quarantine as it were. People do not care to take him straight from prison, but they do not mind from a free colony. Then there is a society for the aid of discharged prisoners, which assists in getting places for the men. Also, when the officials at Witzwyl find a man whom they can trust, after he has been with them a sufficient time to make them know whether he is trustworthy or not, they very often employ him on the farm as a hired labourer.

8358. What is done with the wives and children of these men?—They are maintained by the *Gemeinde*—a sort of outdoor relief.

8359. (*Chairman.*) In your report you say that the original price paid for the land by the canton was £29,710?—Yes, £15 an acre, roughly speaking.

8360. That would be rather a good price for neglected and uncultivated marsh?—Yes, but any land capable of being done anything with is enormously costly in Switzerland.

8361. (*Mr. Davy.*) The financial result has been that the land has doubled in value, and is now worth £60,000 instead of £30,000?—Yes.

8362. And the value of the buildings, stock, implements, and so on, has risen from £200 to £17,000?—Well, as a matter of fact, there was scarcely anything worth speaking of there when they started, and they have put on what is estimated, as I understand, by an independent valuer, to be worth £17,000.

8363. But this increased wealth would only become practically useful in case the canton wanted to sell?—Only in case the canton wanted to sell, naturally.

8364. But the farm being more valuable they get a larger return?—Yes.

8365. (*Chairman.*) The £17,000 is only for buildings and stock?—Yes.

8366. Is there much in the way of live stock?—Yes, about 500 cattle, 50 horses (including brood-mares) and 200 pigs. They sell a large quantity of milk in Neuchâtel, and that all comes from their own cows.

8367. (*Mr. Davy.*) Will you tell us about the discipline of that colony: how do they punish?—By confinement and half rations; in fact, it is all a question of food really.

8368. The punishment is by deprivation of food?—That is so.

8369. Do they have many escapes?—Very few; about three or four abscond annually, but are almost always brought back by the police.

8370. Switzerland being a small country, they can easily be traced, I suppose?—They can easily be traced, and of course one thing is, everybody in Switzerland must carry papers, and is liable to be asked for his papers if he sleeps a couple of nights in one place.

8371. (*Chairman.*) Is there any distinctive dress for these men?—Yes: they have a distinctive dress which would assist in their recapture in case of escape.

8372. (*Mr. Davy.*) As regards the results of the Swiss system, I believe general vagrancy and begging have been very much diminished?—Yes.

8373. Is that attributed to this forced labour system?—To the two things; to the forced labour for the inveterates, and to the help that is given by the Inter-cantonal Union to the people who are really in search of work.

8374. You think that makes persons more careful as to giving alms?—There is no doubt about that.

8375. Now as to the result of the colony on the man himself; what do you say as to that?—The officials can only judge by the fact that there are not very many who come there again and again. They say that a good many men get remission of part of their sentence, because the colony authorities are satisfied that they will work for themselves and will not come there again, and that a large number of these people are apparently reformed; but it can only be a matter of speculation as to what the reform is and how far it has gone. There is no doubt that the fact of having worked hard for a year or eighteen months makes a man apt to get into the habit of working, and this is believed to be the actual result.

8376. (*Chairman.*) Do they obtain any record of the men afterwards?—No, they find a great deal of difficulty in doing that; they can only say that the men do not come there again.

8377. (*Mr. Davy.*) But the people in charge of the colony think it does have a certain reformatory influence?—That is so.

8378. You are aware that that is a claim which is hardly made for any colony in any other country?—I know, and a great many in Switzerland make no such claim. In one of the voluntary colonies there it was frankly said: "Oh, no, we do not reform them here; it is only a little more employment made available; we give them a chance of working, but we do not pretend to reform them."

8379. They take them off the roads?—Just so.

8380. (*Chairman.*) What restriction have they at the colony; is there a wall or a fence round the place?—None at all.

8381. (*Mr. Davy.*) But the conditions as to the possibility of escape in Switzerland widely differ, do they not, from what they are here?—Very much.

8382. (*Chairman.*) Is there any railway near this place?—Yes; the nearest station I should think is about four miles away.

8383. (*Mr. Simpson.*) I suppose none of the inmates would have any money except by stealing it, so that if they ran away they would be forced to beg?—That is so.

8384. (*Dr. Downes.*) Are there any complaints from the neighbourhood?—I was not made aware of any, and I should think it unlikely, because the neighbourhood

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largely depends on the farm, and the place is kept in such exceedingly good order, that the men would not be allowed to be a trouble to anybody.

8385. (*Mr. Davy.*) I suppose the main cause of the people being obliged to be sent to these institutions in Switzerland, as it is here, is drink?—Generally; and they told me, at all those places, when I asked about reform: "Well, if a man comes here over forty years of age, and he has been a loafer for any time and given to drinking habits, there is not the least chance of reforming him; nothing that anybody can do for him will cure him; but if we get him here under thirty or thirty-five, then he may shake off his drinking habits after being kept compulsorily away from drink for eighteen months or whatever it is."

8386. He may reform?—Then he may reform.

8387. But you do not find the experienced people very hopeful?—They are only hopeful as to the younger men.

8388. Do you yourself think that any institution such as this is worth while maintaining even if the sole result is to take these tramps off the road?—I think so, because the effect is to discourage tramping as a business, and some tramps, at any rate, may get the habit of working.

8389. (*Chairman.*) I take it these are the habitual tramps, not men going on the road for the first time?—Yes. The men must be more or less habitual loafers; many of them are fairly young men.

8390. They may have been tramps from very early days?—Quite so.

8391. (*Mr. Davy.*) The administrative body in Switzerland who can sentence a man might conceivably be a better judge of whether a man was an habitual vagrant than a magistrate?—A good deal better, because they know more about him.

8392. (*Mr. Simpson.*) They are not bound, as a magistrate would be, to act on the evidence before them, but can act a good deal on their own knowledge?—This happens very often: a man is taken by the police, having been found begging; the police can choose whether they will send him to a magistrate or to his own place of origin to be tried by his own district council; in the latter case the district council treat him in a kind of fatherly way (in Switzerland, of course, all these men are burghers, and have certain recognised burgher rights); they know all about him, and they give him the fatherly correction, if they think it necessary, of sending him to work for a couple of years or so, as the case may be.

8393. (*Mr. Davy.*) Do they in Switzerland ever send a man to a labour colony from their *Arbeitshaus*?—Yes; now and then, if they think he can work and will not work, or if he gives trouble there, and they consider the other is the better place for him. Such cases are rare, but they do occur.

8394. I suppose that in English workhouses there are a good many cases that would be better in a penal establishment with compulsory detention?—Undoubtedly; some men give an enormous lot of trouble, and you cannot get any work out of them in the workhouse.

8395. Incurable ins and outs?—Yes, and there is the point to be remembered that in these colonies they manage to utilise an enormous lot of labour that would otherwise be wasted—by making these fellows do paying work.

8396. Did you go to the forced labour farm at St. Johannsen?—I did.

8397. Have you anything special to say about that?—That did not impress me quite so favourably as the other, but I was unable to get very many particulars about it. It is an institution of the same kind, only they get the older men there, while to Witzwyl they generally send the more thoroughly able-bodied, the picked men.

8398. Are both labour farms for the same canton?—Yes.

8399. At St. Johannsen I think they have less farm labour?—Yes. They have a great many cows—over 200—at St. Johannsen, although it is not a very big place; it is only about 400 acres.

8400. What is the population there?—They have

actually 120, but they can take 180. There they have many more of the old, worn-out people, who are not much good, and therefore they work under disadvantages.

8401. In your report you say: "Some are fairly industrious, and show that if they had sufficient resolution to resist drink they could easily earn their living outside. But many are incurably lazy and only do the minimum amount of work necessary to escape punishment (usually confinement in a cell on bread and water for twenty-four hours)"?—Yes, that is so.

8402. Did you go to the labour farm at Gmünden?—Yes.

8403. That is in another canton?—Yes, in Appenzell, up in the north of Switzerland; it is worked very economically. That is the one that actually just pays its own expenses; they have made a net profit of £140. In 1903, the contributions paid by the district councils for the people who are there amounted to £140, and they made just £140 net profit by their sales; so that they actually ran the whole thing for nothing.

8404. (*Chairman.*) But there would be no interest upon their investment of £12,000?—No.

8405. It just pays its way out of pocket?—Yes, it just pays its way.

8406. (*Mr. Simpson.*) That consists of 100 acres?—Yes.

8407. For which they paid about £50 an acre?—Yes. Then they do a sort of nurserymen's work; as the forests are cut down they plant them afresh; they supply young pines which are grown at this place.

8408. As far as you could judge, do the men employed in these places really learn to stick to work so as to be useful afterwards?—I think some of them do.

8409. Of course, some more than others?—Yes.

8410. Did you hear whether those men who got employment outside obtained fairly good wages?—I was told a good many of them had done very well, but I could only get vague statements—that a great many had obtained work, that they had not come there again at any rate, and that some of them were known to be earning good wages.

8411. There is no actual record kept; those were only general statements?—Only general statements.

8412. But your idea was that there was a certain number who did learn agricultural work to some extent, and consequently were able to earn a decent livelihood after?—I think there is no doubt of that.

8413. (*Mr. Davy.*) From what you saw are you of opinion that the small colonies are better than the large?—I cannot say. The one at Witzwyl, owing no doubt to the personal influence of the manager, who struck me as being quite an exceptional man, seemed to me to be the best managed, and to produce the best results. Of course there are no very large ones in Switzerland.

8414. What are the hours of work at Gmünden?—Eleven in winter, and twelve or more in summer.

8415. And what is the average term of detention?—About a year in the case of those sent by the administrative body. In the case of those sent by the magistrate it is comparatively short—only about two months.

8416. Is it usually the case in Switzerland that the sentences by magistrates are shorter than the sentences by district councils?—I think so, and I think most of the men are sent, not by the magistrates, but by the district councils.

8417. Do they escape from Gmünden?—Very few indeed. I saw one man very heavily ironed, but he was a man who had a reputation for making his way out of everywhere, and he had made three attempts to escape; (he was not one of the "administratives," but one of the men convicted by a court) and he had been brought back three times.

8418. Do you know what he was convicted for?—No, I do not. I rather think it was some crime of violence. He was a very violent man, and had been convicted several times.

8419. And probably ought to have been sent to a prison?—Yes.

8420. (*Captain Eardley-Wilmot.*) Do they send men to the forced labour colonies for crimes of violence?—Not

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generally, but the practice varies in the different cantons. This is rather a small canton, and I think they mix them rather more.

8421. (*Mr. Davy.*) Then we come to the colony for Basel?—That has got comparatively little land—only about twenty-five acres, and there are about seventy people in it, about half of them being “administratives” and the other half short-term offenders convicted by the courts. The two classes are kept separate, but the convicted persons wear dresses different from the others. The “administratives” can have their term shortened by good conduct, and receive a bonus for good work.

8422. The cost of that institution seems considerable?—It is much more costly than the others.

8423. £1,000 a year, or £14 10s. a head?—Yes. That is considerably more than in most of the others, but it is in Liesthal, which is a very flourishing district, and altogether they do things on a rather expensive and ambitious scale. Of course, Basel is a rich canton.

8424. (*Chairman.*) Is the same sort of work done there as at the other colonies?—They have more industrial work, because they have only about twenty-five acres of land.

8425. What is their work principally?—Basket-making, shoe-making, the manufacture of straw cases for bottles, and a little weaving.

8426. Do some of the men learn a trade there?—Sometimes they will put a new man to a trade if he wants it or shows any aptitude for it, but as a rule unless a man comes there knowing a trade they put him to agricultural work, or something which can be learnt at once.

8427. They do not profess to teach trades?—No, they do not profess to teach trades.

8428. (*Mr. Davy.*) I see you mention in your report the poorhouse for the city of Berne: is that properly a labour colony?—Well, it is really a workhouse, but they have 250 acres of land. It is a workhouse with the power of enforcement of compulsory detention, and it impressed me very unfavourably in many respects. There was extraordinary mixing of the sexes for one thing, such as in my opinion was certain to lead to irregularities, and as a matter of fact had done so. There were men and women workers in the fields, imbeciles were mixed up with sane people; old and young were together; in fact the classification was that of an English workhouse of thirty years ago perhaps, but certainly not of a good English workhouse of to-day.

8429. The compulsory detention is for a certain period?—In some cases they can discharge themselves, but in others it is absolute detention till they are allowed to go by their *Gemeinde* who send them there.

8430. Besides the colonies that you have mentioned in the report, there is another one, I think, which you have visited?—Yes; this year I was in Italy, and I took occasion in coming back to go to the Lucerne forced labour colony. It is just on the outskirts of Lucerne. There are two farms, one for men and one for women. As regards the farm for women, there is very little land there, but the women do some work on that. The farm for men has about 220 acres, and it belongs to the canton. There were about sixty men there. All were “administratives” sent by the district councils; there were no criminals, the men were sent there for work-shyness, drunkenness, neglect of families, and so on. A good many men, the officials said, came there repeatedly, thus shewing that they were not permanently reformed, but on the other hand they told me, as at the other places, that in a good many cases people only came once, and never came there again, and that in the course of their year, or whatever might be their term, they had seemed to get into the habit of working. All expenses included, the cost is about £14 a head. The sentences are mostly from six months to two years, but very few are under a year. They have an excellent market close at hand where there is a great demand for all sorts of things. They have a number of cows and they sell milk in Lucerne. Punishment is by half rations and confinement to cells. The men I noticed seemed to look very well. As to the work there, they do a good deal of stone crushing for mason’s work, and building; they bring the stones from the river Emme that runs near by. One-third of the whole number had been there before; the other two-thirds were there for the first time. Many of them do

come more than once, a very few even seven or eight times, but the majority were there for the first time. There were various industries for the winter, including the manufacture of straw cases for bottles, and of paper bags—a great deal of the latter, because that is an absolutely unskilled industry, and seems to do very well. Then I got some notes of the operation of the Inter-cantonal Union as working in the canton of Lucerne. In that canton they have twenty-five stations. The wayfarers get for dinner, soup and bread; for breakfast and supper, coffee and bread or soup and bread. Relief is given only to those who (1) have proper papers; (2) can prove that they have worked somewhere within the last three months. Relief is refused to those who (a) are drunkards; (b) have refused suitable work offered to them; (c) have been in work within six days; (d) have been relieved at the same station within six months; and (e) are without the book issued by the union. Any station may in a particular case require performance of a task in return for the food and lodging given, but it is very rarely that this is exacted; sometimes if they have any doubt as to a man being really in search of employment they require him to work, but very seldom.

8431. How do they lodge these men?—Pretty roughly; it varies a good deal. Sometimes it is an old building; they do not build for the purpose much, and the lodging is rough.

8432. Now speaking generally as to these forced labour colonies, do you think that the intelligent Swiss are in favour of them?—I think there is no doubt as to that.

8433. Did you hear any complaint of competition with independent merchants?—No; I asked that nearly everywhere, and they said there was plenty of market for everything, and they took care to sell only at current rates.

8434. The forced colonies are supplemented by voluntary colonies?—By voluntary colonies, of which at the time I made this report there were only two instances. Now, I believe a third has been started. The one that I visited was at Herdern, right up in North Switzerland, close by the Lake of Constance. It was an old monastery, a most picturesque place with vineyards and that sort of thing. I had a long talk with Herr Blumer-Egloff, president of the society, which established and now maintains the colony, and he was very frank. I said, “Well, do you make them any better—do you get them off the road finally?” “Oh, no,” he said, “we cannot make any attempt to reform them; we create some more employment for men who say they cannot get any, but that is all; we do not profess to do them any good. But we try to preach to them a little, and exercise a good influence over them.” You see the expenses are very considerable indeed; the number ranges from fifty to seventy-five, averaging, let us say, about sixty, and the expenses for the year 1902 amounted to over £3,000—that is £50 a head; and deducting from that between £4 and £5 a head for allowances to colonists, allowances on leaving, and so on, it is clear that the place is only maintained at considerable expense; although the colony gets all their work for nothing, it costs £50 a head to keep them.

8435. As much as it does in the labour colonies in England?—I suppose so.

8436. To what do you attribute the diminution in mendicity in Switzerland?—Well, I have summarised it here by saying “First, to the very stringent measures adopted by the police for repressing it; secondly, to the steps taken against the work-shy; and, thirdly, to the special facilities afforded to those travelling in genuine search of employment.” Then, as a rule, labour is very much in demand in Switzerland during most of the year, and that fact tends in the same direction. Then the connection of the Swiss with his own district is much closer and more intimate than that of the English labourer; he has burgher rights and privileges, and the council look after him during all his career, and regard him as a person for whom they are responsible; as they undertake to provide for him in his old age, so they adopt means to prevent his being a burden to them owing to laziness or misconduct. If he is an habitual drinker or work-shy, they send him for a lengthened term to an institution where he is cut off from drink and compelled to work. They know all about him, and therefore there

is less chance of injustice being done. Then the difficulty of identification, which is so prominent in England, does not exist under a system which in Switzerland, as elsewhere on the Continent, requires both papers of origin and certificates of discharge from employment; and then another thing is, he may become a free citizen again if he can give proof of reform by doing good work.

8437. So that there are a good many differences between Switzerland and England?—Considerable differences.

8438. And those differences would probably make the establishment of colonies a great deal easier in Switzerland than here?—Yes, I suppose so.

8439. And the small size of the country would be another factor operating in the same direction?—Yes. Everything in England is done at such enormous expense. Things are done here on such a lavish scale; whether it is spending money subscribed by the charitable, or money raised from the rates or raised from the taxes, there are so many people whose great object seems to be to spend as much as possible, and to do the work in as costly a way as possible. In Switzerland they are a thrifty nation, and I think they are thrifty in spending public money just as much as they are in spending their own money.

8440. You have visited, as I understand, a colony in England run somewhat on the lines of the voluntary Swiss colonies?—Yes, I visited the German colony at Munden in Hertfordshire, which has been established by some rich Germans. The aim is to give to poor German-speaking men out of place, irrespective of religion and position, provided they are willing and able to work, lodging, board and clothing in return for work under Christian influence, until the individual has either found a place elsewhere, or has done enough work to pay for his journey home. Those are the words in which they state the object of their colony. It was opened in 1900, mainly by the liberality of Baron von Schröder, who has, I think, given altogether something like £40,000 to it, and it has been subscribed to also by many other rich Germans in London. Now they are forming a large fund to which Germans are contributing with the utmost liberality, and they hope to get an endowment for it. They say in their report:—"Through this colony every excuse that a man cannot find work is taken away from him." It is entirely for German-speaking people, and any German-speaking person practically is admitted. The mission of the colony is not to give alms or money, but to help by affording opportunity to work. The colony consists of 300 acres of suitable land, freehold, which they have got in Hertfordshire. Part of this is occupied by buildings, poultry runs, and duck ponds, willow beds, gravel pit, fruit and vegetable gardens, and wood. There are thirty acres of meadow, and the remainder is sown or planted with wheat, rye, barley, oats, potatoes, beans and swedes. A basket weaving shop on a large scale has been erected, with a carpenter's shop and smithy, and there are large well-ventilated stables, cow-sheds and piggeries, also small shops for tailoring and shoemaking, a bakehouse, laundry and dairy. In all these departments, and in cleaning the house, work is found, but the great majority of the men are employed out of doors, the stronger men in digging gravel, breaking flints, and making roads, the weaker in the garden or looking after the poultry. There are sixteen cart horses and about the same number of milch cows, and useful experience has been gained by intending emigrants in looking after them. Beds were at first provided for 80 men, 64 of them in one large dormitory divided into sixteen cubicles. More recently they have provided for about 20 more, and I think some further extension is contemplated. There is at present accommodation for about 100 men, and at the end of 1904 there were 80 men there. They keep very full particulars as to the previous careers of the men whom they receive, even down to what they landed with in England. For instance, there were 601 men received in 1904, the average stay being about seven weeks; of that total number, 91 came to England entirely without means, 185 with less than 20s., 213 with less than £5—between 20s. and £5—93 with between £5 and £25, 14 with between £25 and £50, and 5 with over £50. That I only mention as showing the thoroughness with which they go into the previous careers of the men, as far as they can ascertain them.

8441. (Chairman.) I take it for granted the men are

quite destitute when they are taken in?—Yes, quite destitute. Then as to the financial position, the colony is not by any means self-supporting, or anything approaching self-supporting. It is rather costly. For ten weeks' work a man receives not only board and lodging, but, if necessary, clothing, and a sovereign is spent on his return journey to Germany, or, as the case may be, to Austria or Switzerland, because they take German-speaking men, not only Germans; and he is given tokens to the value of 1½d. a night during his stay—nothing in money, but tokens equal to 1½d. which he may exchange for tobacco and little luxuries of various sorts—not drinks; or he may save them up, and have their equivalent in money on discharge. The colony does not promise an individual anything beyond board and lodging in return for his work, and he signs an undertaking that he is willing to work on these terms, to obey orders, and to abstain from intoxicating drinks. It is agreed, however, with the German and Austrian Consuls that the cost of repatriation will be borne by the colony itself—by the funds of this institution. Short services of prayer and song are held every morning and evening, with Bible classes. Various sects are received—very few Jews, mostly either Protestants or Catholics—but no religious difficulty has occurred; and all seem to get on very well together. Men who have absconded are not refused readmittance, but railway fare is not paid for them more than once. Registers of clothing and other particulars are kept, and the whole establishment seems to be very well organised. I have had the advantage of receiving some notes on the colony which were made by a brother Inspector, Mr. Court; he was very well impressed with it, as I was myself. There is, however, no attempt to run it on exceptionally economical lines. There is good management, but they have very ample funds, and the one thing is to take away the excuse from any German-speaking person who comes to London that he cannot get work if he wants work. If he cannot get work, he may go there.

8442. But every man when he enters is supposed, at any rate, to be a destitute man?—He must be destitute, and they make very minute inquiries as to him and his career. They apparently are doing a very useful work for this limited number of people.

8443. Do you know whether they are careful about the admission of convicts there?—Some of the men have been in prison; it does not debar their admission.

8444. It is not an absolute bar?—Not an absolute bar, but I think that, as a rule, there are scarcely any of this class there.

8445. Probably they would have been only slight offences?—Yes. A large number of German waiters were out of work last year; at one time they had great pressure; it was said that 1,200 German waiters were out of work in London, and some of these (of course, only a very small proportion) came to the colony. Somehow or other, whether because people had not so much money as usual to spend, or for whatever reason it was, the restaurant trade was in a bad way, and waiter after waiter was turned away.

8446. (Mr. Davy.) I see they admitted 60 waiters in 1904?—Yes.

8447. This is rather interesting; the labourers without a settled calling were 40 in 1904; the house servants were 33; pedlars, or people who sold things, were 127; and waiters 60; and there were 25 sailors?—Those are practically all the main trades.

8448. (Chairman.) Of course, hardly any labourers, so-called, cross over from Germany?—No.

8449. (Mr. Simpson.) Just one or two questions about the Swiss Inter-cantonal Union; it is a completely unofficial society, is it not?—Completely.

8450. It is not in any way recognised in the statutes dealing with vagrancy; it has not been given any special character?—It is recognised to this extent, that it is given one or two privileges by the Government. For instance, it has a privilege, I think, of free postage, and one or two other privileges of that kind, but it is, you may say, a voluntary society with certain privileges from the Federal and Cantonal Governments.

8451. If you took that society that runs the way-ticket system in Gloucestershire, and developed it so as to cover the whole country, would it not correspond very much to the Inter-cantonal Union?—Well, the

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Gloucestershire society, I take it, is a blend of casual ward relief and a mid-day meal.

8452. The mid-day meal is practically all it provides ? —Yes. The plan that I ventured to suggest to the Committee as deserving consideration—that of tickets which would enable a man to escape detention, and would let him have only three or four hours at the workhouse if he could prove that he had worked and was certified by the police—that plan is not a plan of way-tickets at all, it is not to control a man's way in the least. As I understand, a man comes to your Gloucestershire society and says, "I want to go by such and such a way; give me a way-ticket, and give me a mid-day meal of bread on condition that I go such and such a way." Well, I do not see the *raison d'être* of that at all. Why should a man be tied down to a certain route, and why should any tramp who is not a worker at all be allowed a ticket with special privileges ? These people in Switzerland first satisfy themselves by the most stringent inquiries that a man really is a worker, and then they allow him to go wherever he likes; they do not tie him down to go from A to B, and from B to C; he may go from A to Z if he likes.

8453. That is exactly what I was coming to. As I take it, that system of insisting on a particular route is really intended as a means—exceedingly insufficient very likely—but still a means of testing a man's *bona fides*. The idea of it is that if he tells you the truth about this, the possibility is he is telling you the truth about other matters. Now what I was coming to was this: the necessity for every Swiss having about him his papers was started long before the Inter-cantonal Union ?—Yes, every man has had to have proper credentials.

8454. So far as you know, it has not been affected by the system for suppressing mendicity or vagrancy ?—No.

8455. Does every single person have to have papers ?—Every single person must have papers of origin; I think it is the case that if he sleeps two nights in a place he will have the police coming down on him to say, "Let us have a look at your papers, and see if you are all right."

8456. Well now, suppose a man who starts with independent means, by drink and so on gets rid of all he has by the time he is about thirty; he never has worked before: the only papers, I suppose in that case would be his certificate of origin ?—Yes.

8457. Then again, suppose there is a man, a clerk, we will say, out of a job; do you suppose he would have any certificate of his having worked ?—I think a man only gets such a certificate when he needs it; he would get a certificate for this purpose. I rather think also that every man has a sort of *dossier* which he carries about with him, and he might have a note made on his papers of having been employed as a clerk.

8458. Then I suppose the local committees of the Inter-cantonal Union as a general rule would not go behind those certificates; they would look at them, and if they seemed in order they would accept them as evidence of the man having worked ?—Yes; but they would take care, if they saw the least hint of a man refusing work that was reasonably suitable for him, that his book should be forfeited, and he would have to look out for himself as best he could.

8459. Do those local committees of the union themselves offer work ?—Not they themselves, but they take care to be in relation with employers of labour, and through the police they get a general knowledge of what is going on. At Locarno, for instance they told me if a man came there they might know of some building works which were going on somewhere near, and they would tell him, "You can go there." If the man refused that work, he would give his explanation as to why he refused it—that it did not suit him or whatever the reason was; then they would say, "Well, there is some work in that vineyard up there"; and then if he refused that, they would look a little more askance at him, and when they had given him one or two chances of this sort they would pack him off to his *Gemeinde*, whose council would sit upon him to ascertain whether he was work-shy, and then they would or would not send him off to a labour colony.

8460. That is to say, the local committee of the union would confiscate his book and leave him to the tender mercies of the police; they have no powers of dealing with him themselves ?—None at all.

8461. And I suppose it is the local committee that confiscates the book ?—Yes, the local committee.

8462. The local committees are supported entirely by voluntary subscriptions, are they not ?—Subject to what I have said as to getting something from the Federal and Cantonal Governments.

8463. As regards Switzerland this is a very admirable system, no doubt, but one wonders how, if it was started in England or developed from existing material, the local committee would get a sufficient knowledge of a man, when he came to them saying that he had worked in a different part of the country ?—Well, of course you might do it in this way, by saying that a man shall not start with a ticket unless he can shew that he has worked. If a real working man applied (they are very few indeed who want to go on tramp, because there are such lots of ways in which they can get money; but there is a certain proportion in times of special distress), I would let that man go to the police with, if possible, a discharge note from his employer, or, if his employer would not give him a discharge note, the police should take his statement, investigate the accuracy of it, see whether he had worked two or three months, or whatever it was, at such and such a place, and the fact of his having worked should be a start for him to the first of those stations that he wanted to go to.

8464. You do not think there would be any objection to the police going into it in that way ?—I do not know what difficulties it would cause the police. I imagine that the numbers would be very small indeed, and that if a man went to the police station and said: "Here is my discharge note," or "Here is a statement; I want to go in search of work with exemption from detention," it would not be at all difficult for a superintendent of police to make the necessary inquiries and verify his statement.

8465. (*Mr. Davy.*) And if he did give a wrong story ?—He would be found out at once.

8466. (*Mr. Simpson.*) You are of opinion, are you not, that uniformity of treatment in the different casual wards is of great importance in dealing with this question ?—I think it is essential, and that in as far as it is possible it should be obtained. Boards of guardians everywhere, even if they do not know what uniformity means, and how far it can be carried out, are all crying out for uniformity.

8467. Do you think there is any real, practical prospect of getting uniformity under the present system at the casual wards, under the different boards of guardians ?—Of course, as a counsel of perfection, the bigger you get your area the better for dealing with vagrancy. The vagrant does not necessarily belong to the union in which he asks for relief, or even to the county in which he asks for relief, and therefore it is a matter for the country at large; such powers and such matters are delegated either to the county authority or to the union authority; I should very much prefer to see it with the county authority.

8468. The present system does not work fairly ?—It is unfair to lots of these unions; you get a little union with a small rateable value between two big towns; I do not think it is necessary for me really to go into that, as you have no doubt had it before you repeatedly. It is very unfair, and it is obvious that the real reason why you have not more outcry about that is because the present system, although bad, is cheap. It would be an enormous advantage if you could get it done by a county authority—by the police. That was put to me in my previous evidence, and I said that I regretted that I had not seen any scheme under which that would be practicable. One or two considerations have since been suggested which seem to me to lessen the difficulties.

8469. Do you think any combination of unions in one county would be practicable, so that you could hand over the casual wards to a combination of unions ?—I do not much believe in a combination of unions. You have already the county council, which is an admirable

body; it gets all the best representative men, and is much better than the boards of guardians.

8470. I suppose the standing joint committee, which is a county authority, would equally meet your views?—Yes; and I may add that I should view with great apprehension any attempt to form any more combinations. In the first place a combination means more spending of money, and I do not want to raise the rates; that is a thing I am very much afraid of.

8471. That objection would not apply to the employment of the existing standing joint committee; they would only have to form a new committee for the purpose?—Quite so.

8472. The standing joint committee have under them, as you are no doubt aware, officers who for some purposes are under the county councils. For instance, under the Contagious Diseases (Animals) Acts, and under the Weights and Measures Act?—Quite so.

8473. There are a good number of matters throughout the country under two authorities. Do you think it would be possible to have a system by which the casual wards should be transferred to the standing joint committee, and that where the superintendent of the casual ward is master of the workhouse, he should, for the purpose of casual wards, be under the standing joint committee and for the workhouse under the guardians?—If you could get any scheme of the sort it would be admirable—if you could work it out in detail. There are one or two difficulties that occur to me.

8474. Those are what I want to hear from you?—One is this: there are a great number of unions now in which the casual wards are being very little used; they are not cells, and they are not such as probably any other authority would take over or would regard as reasonably fit for the purpose. If you handed these casual wards over to the county council, they would not be satisfied with them, and they would build tramp wards.

8475. Switzerland is in many ways a country that cannot possibly be imitated by us, because the conditions are so entirely different, but there, as I gather, the relief stations of the Inter-cantonal Union are ordinary houses, and not places built for the purpose?—That is so.

8476. Then again, in their labour colonies, apparently they have not spent money in erecting elaborate buildings. Do you not think our local authorities might be induced to take the view that it is not necessary to start the system on a first-rate basis, but to do it gradually?—I wish people would take that view.

8477. (Mr. Davy.) That view, of course, would have to be urged from Whitehall?—I was looking at some casual wards in London a day or two ago, and it did not seem to me as if thrift was the first object. It was really a gorgeous place, having cost £300 or £400 a bed; and I do not think that economy could have been the first object there. I do not know whether you can encourage people to appreciate the necessity for economy; if you can, well and good; there is nothing I should like better than to see the administration of casual wards transferred to the police, but if you do that, unless we make up our minds, both in Whitehall and in the country, that economy is to take a much higher place than it has done hitherto, I do not believe we shall do any good.

8478. When you gave evidence before, had it occurred to you that it would be possible to rent the wards from the guardians?—No, and that is a consideration that seems to me to be a very important one; that would be a sort of sop to them for one thing.

8479. And also a considerable economy?—No doubt.

8480. Did it also occur to you that conceivably in cases where the number of tramps was very small the workhouse master might be appointed by the standing joint committee *ad hoc* as constable in charge of the ward?—No, I had not seen any scheme of the sort; I apprehended difficulties in the way of what I consider in itself to be a most desirable thing.

8481. Now with regard to expense; the old magistrates were a singularly economical race of mankind?—Yes, I believe they were; I do not think the rage for bricks and mortar came in until late years.

8482. Do you think the county councils are extravagant in building in the same way as certain East End boards

of guardians are?—Some appear to be so; for instance, there are some rather costly buildings in Surrey.

8483. You have in your mind the Surrey lunatic asylums?—Yes, for one thing; but I cannot say whether their costliness has been due to local initiative, or to the requirements of the Lunacy Commissioners.

8484. Are you aware that the standing joint committee are half of them magistrates, and, therefore, probably considerable ratepayers?—Yes.

8485. Do you think that body would be likely to fall into wild extravagance (such as in Hackney, for instance) in raising loans for building new wards?—Oh, they would not do the things the Hackney people do, because in the first place they would be spending their own money, which the Hackney people are not.

8486. Hackney are spending London's money?—Yes, that is a delightful thing for the spenders.

8487. Do you not think there should be some greater check from the Central Authority?—I do not know the policy of the Central Authority, but perhaps their view has been "Our duty is to urge you to do this thing thoroughly well; you have got to pay the cost; it is for you to fight for economy; it is for us to fight for the thing being done properly;" and possibly, the principle of the thing being done properly has sometimes been confused with that of its being done lavishly, and has at any rate prevailed over the principle of economy.

8488. Do you not think that if these vagrants are brought under some uniform system of management, there will be a very large decrease in the numbers?—I suppose so.

8489. A good many would be removed to labour colonies?—Yes. I meant apart from labour colonies.

8490. I am putting to you a system of way-tickets for food, police for general administration?—Not way-tickets, according to me.

8491. Well, food tickets, police supervision, minimum sentences, and cumulative punishment in the case of habituals?—Yes, I think that might have a very great effect indeed.

8492. Do you know any casual wards which might very well be closed now, because they are so little frequented?—Not in my district. I have noticed that in one of the manufacturing districts you have got them all round a centre; there might have been a ring fence, so to speak, including a collection of something like six or eight, all within a short day's march of each other.

8493. So that probably the new buildings might be even less than would appear necessary with the present number of tramps?—Yes, but, of course, your expenses would mainly come in districts where very few tramps are now received, and where you would have, I imagine, to appoint a special man; at present you have a man who is porter, or is doing the workhouse work, who supervises their labour; but if you had to put a special policeman to each to see that they did their labour, then that would be a cost of so much to each place.

8494. It would be better to close such wards, if possible?—Yes, but you cannot do that very well if you get casuals coming, and there are no other wards near.

8495. (Dr. Downes.) Would the expense of housing the casuals under such a system as we have been discussing, be diminished if the labour task were diminished or modified—if it were a mere question of board and lodging to help the man on his way, as under the Swiss system?—I should not like to have a system of mere'y helping a man on his way, irrespective of what sort of man he is; I would only be in favour of helping a man on his way in the case of the very small class who are real workers. Now nine-tenths are not real workers; they are mendicants and loafers.

8496. I am assuming that the applicant for the board and lodging would bring with him some sort of paper?—That I only contemplate as applying to one-tenth of your total number of tramps.

8497. I am assuming the application of the Swiss system?—Yes.

8498. As rendering more easy the question of accommodation?—Yes. If you do not give them a task,

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accommodation is rendered rather easier if the numbers do not (as I think they would) hugely increase.

8499. With regard to the Swiss stations, I am not quite sure whether you described the kind of accommodation given, and how it is managed. I am speaking of the Inter-cantonal Union stations?—We'll, it is accommodation that is hired; in some cases it is a very large room with beds all down it, but it is rough accommodation.

8500. Is it managed by a paid officer, or do they pay so much a head to somebody who happens to have a house?—Generally, they pay so much a head to somebody to take the men in.

8501. What distance apart are these stations, as a rule?—Well, it varies very much owing to the lie of the country and so on. There are twenty-five in the whole canton of Lucerne; they are dotted about all over the canton, at distances of, roughly speaking, twelve or fifteen miles.

8502. That is to say, they would be within a fair day's march of each other?—Oh, yes, easily.

8503. With regard to the grant from the Government, are there any conditions attached to it?—No, I think not. I do not understand that there are any conditions at all; it is rather that they make a plea, "We want money; we are doing a good work," and the Government gives them a grant.

8504. Does the Government inspect?—No.

8505. Then with regard to the question of food at the forced labour colonies; I gather that the hours of work are long, and the work is hard?—The work is decidedly hard.

8506. Did the appearance of the people satisfy you as to the sufficiency of their food?—Yes; in fact, having been brought up in the faith as to the necessity of a meat diet, I was rather surprised to find they were able to do so much work on what was mainly a vegetable diet.

8507. I do not know whether you are aware of the recent experiments in that direction in America, which really rather confirm the accuracy of your impression?—No; but these men certainly looked uncommonly well.

8508. Now with regard to the stimulus to work in these places, I see there is a possibility of the remission of the term of detention, and the possibility of a bonus on discharge?—Yes.

8509. There would also be, I take it, the fear of punishment, if they misbehave themselves?—Yes.

8510. Is there any stimulus in the shape of being able to earn any tobacco, or anything of that kind?—No, I think not.

8511. No canteen system?—I think not; I did not observe it.

8512. Is the work done by piecework?—No, they have to work hard under the foremen, but I do not think there is any specified amount which they have to do.

8513. I take it that one stimulus to work is that as the men have to work in gangs each man is rather urged on by his fellows?—Yes.

8514. And he sees the product of his labour; it is not useless labour; that also would have a good influence?—Yes.

8515. Now in a labour colony would you be in favour of a system whereby a man should, as regards food, be put on what may be called the barest diet necessary to maintain him in health, and should be able to earn certain little additions to it as the result of his labour and good conduct: I suggest that that would be a stimulus to work and to good behaviour?—I think it might be so. You want very much to give some inducement to a man to work. I am speaking of a forced labour colony.

8516. When a man is under detention, and you wish to bring out his capacity for work?—You want very much to give him some stimulus to work, and what you suggest might be a means of doing that.

8517. I notice that in the Hertfordshire colony they do have something of that sort; the man has tokens given to him in return for his work?—Yes.

8518. Do you know what staff they have at that colony?—I have no note as to that particular point; and the reports do not seem to give the information.

8519. (*Captain Showers.*) If a way-ticket or book is forfeited in a particular canton, are all the branches informed of the case, so that a man may not go and get a ticket from another branch?—I should think that would take place, but I am bound to say I did not hear the point raised. Of course if a man had been to a branch at any time, he would have had to produce proof of the place where he had worked.

8520. But a man might, after losing his ticket, go to another place and stop there a certain time and work, and get another ticket?—No, because the Inter-cantonal Union will not give him work; they act as a bureau, and help him to get work, but they do not themselves supply work. If the man did work he would be entitled to get another ticket I imagine.

8521. If you had to verify a man's statement that he had worked at a certain place, it would take a little time?—I suppose so.

8522. What would become of the man during that time?—Well, I suppose he would have to stay the day or two in the casual ward.

8523. Do you not think that the Local Government Board could enforce their regulations as to casual wards in order to secure uniformity?—Well, they could make fresh regulations no doubt. The present regulations allow the authorities to make exceptions on every possible point, and therefore are fatal to uniformity; also there are various alternatives given as to diet, and as long as those exist, and as long as those exceptions are in the Order, you cannot get uniformity. If you have got regulations as to how much stone a man should break—well, in that you cannot get uniformity, because there are stones of all sorts, and you may break them to any size; but it would be possible, as I put it in my evidence before, to establish, not alternative diets, but one diet everywhere, detention for everybody without one of these certificates that I speak of, and as regards work, not so much work, but so many hours' work. In that way you would get the nearest approach to uniformity that I can imagine, apart from the question of the possible transfer to the police.

8524. Would you be in favour of ex-policemen being made workhouse masters?—I have known one or two cases of excellent workhouse masters who have formerly been in the police force. There is an ex-sergeant of police who is one of the best masters I know; but I do not think you could ever control local authorities as to the men whom they should select for that purpose, because of course there are a great many duties which a workhouse master has to perform apart from those of dealing with tramps; and then you want a workhouse master with the right sort of wife.

8525. But he would be a more competent man in dealing with vagrants on account of his experience while in the police force?—Speaking generally, I should say that an ex-policeman makes very often an excellent workhouse master, but the guardians have a free choice in this matter and I do not think you could say to them, "You must appoint nobody but ex-policemen as workhouse masters."

8526. But if, as has been suggested, the casual wards came under the standing joint committee, his appointment might be a saving to the country as regards his pension?—Yes, but I rather fancy there would be an outcry if you made a strict rule that no man was to be appointed unless he had been in the police force. There are a great many other things to be considered; your ex-policeman might not always be the best man for the post, although, *ceteris paribus*, he would be, no doubt.

8527. Of course the main duty of the police is the prevention and detection of crime, but they have had all sorts of other extraneous duties cast on them: do you not think the addition of the casual wards may be the last straw on the camel's back which may break down the whole system?—I think the camel can bear another straw.

8528. It is the general idea, I think, if a thing has

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tailed in every other way, to let the police do it?—That is a great compliment to the efficiency of the police.

8529. If you put too much on to the shoulders of the police, the work for which they are really responsible may suffer?—Surely if there are more duties put on, you have a good claim to have more people to fulfil those duties.

8530. Is a workhouse master entitled to a pension?—Yes, after ten years' service, if he is incapacitated owing to ill-health or accident. The ordinary time for service is up to the age of sixty or sixty-five, but if a man has served ten years, and then owing to illness has to leave, he will get a pension.

8531. (Mr. Simpson.) At what time can he claim a pension not on medical grounds?—Not before sixty-five, unless he has already served forty years.

8532. (Chairman.) I should like to know what your view is about the mixing of criminals with other men in labour colonies: would it not be fairer to the non-criminals to put them in a separate labour colony of their own?—No doubt that classification would be better, only that with small numbers to deal with you would be obliged to mix people and get what classification you could.

8533. Do you not think it would be fairer to the men working in the labour colonies to establish two sorts of labour colonies, one for convicts and another for non-convicts?—Certainly, and the Swiss recognise that to some extent; in some of their forced labour colonies they keep the convicted and non-convicted men apart.

8534. The labour colony for convicts might be under the control of the Home Office, and the labour colony for the ordinary habitual tramp might be under local control?—Yes; the latter could be under the county or police authority.

8535. Now with regard to the existing colonies, say the Salvation Army colony, do you think that in the interest of the colonies and of the men there should be inspection by some Government official?—If you inspect, do you not assume a certain responsibility for the management of the colony, and is it not best that these people should be responsible for the colonies maintained by funds which they raise, and managed after their special fashion? I mean, in the Salvation Army, of course, their particular kind of religion enters largely into the question.

8536. But, at any rate, in the case of a colony where a man is detained against his will, there ought to be Government inspection?—Certainly; that makes all the difference. My own view is that detention against a man's will is a matter which should only be carried out by the Central Government, or by the county council or the local authority at any rate, but certainly not by any voluntary society.

8537. In the inebriate homes a man was detained against his will, although it was by his own voluntary act that he originally went there?—Yes, but then he was not exactly *compos mentis*.

8538. He was supposed to be *compos mentis*, because unless he had been *compos mentis* he could not have committed that voluntary act of subjecting himself to detention?—Quite so; at any rate he must have a lucid

interval enabling him to sign away his liberty for fear of again losing his senses from drink.

8539. (Mr. Davy.) If a man is compulsorily detained, against his will, for any offence or for habitual vagrancy, your opinion is that the charge should fall upon the State and not upon the rates?—It is a matter of police. I would put the vagrant, if committed for a term, in the same category with other prisoners.

8540. (Mr. Simpson.) You would rather put the forced labour colony in the same category as a prison than in the same category as an inebriate home, a reformatory, or an industrial school?—That is the opinion which I put before the Committee when I had the honour of giving evidence on a previous occasion. May I just mention one other matter which I think may be of interest to you?

8541. (Chairman.) Certainly?—There is one question we have heard a great deal about, and that is with reference to the large number of militiamen who resort to the casual wards on their way to and from the militia training. The guardians have complained very much of this, and a curious case happened the other day at Exeter. Colonel Palk, who commands the 4th Battalion of the Devonshire regiment, wrote to the Exeter guardians to the effect that two men belonging to the battalion were received into the casual ward of the city workhouse on the 20th and 21st May respectively. They showed the master their notice papers, which ordered their appearance at the barracks on 22nd May. Having no place to go to for the nights of the 20th and 21st, they went to the workhouse. On asking the master to be allowed out in order to comply with their notice papers, the master replied that he did not care a— for the notice, militia, or anything else, and that they were to be detained until the legal period. They were accordingly not discharged until the 23rd May, and were consequently late for the assembly of the regiment, and lost their pay. Colonel Palk added that it seemed to him that the master had somewhat overstepped his authority, and he asked if an inquiry could be made into the circumstances. On inquiry by the guardians, the master disclaimed the language attributed to him, and said that one of the men was a regular inmate of the workhouse, having been in and out regularly during the last five years, and finally the guardians said that they saw no reason why an exception should be made if these people came using the workhouse as a halfway house to their training. There have been a very large number of complaints that year after year militiamen do come to the workhouses. Whether the master was judicious in this particular case in not making an exception I do not know; however, he did not and the guardians justified him. That instance shows the difficulty of securing universal detention.

8542. (Mr. Davy.) Or it might show the necessity of a ticket system?—It might show the necessity of a ticket system.

8543. Were the men in uniform?—No. That is a typical case, and I thought it worth while mentioning.

8544. (Chairman.) Supposing the men were honest men, it would be hard on them?—Yes, only I think they got some journey money; in all probability they had spent that in drink before going to the workhouse.

TWENTY-THIRD DAY.

Tuesday, July 4th, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. C. S. LOCH, D.C.L., called ; and Examined.

Mr. C. S. Loch. 8545. (*Chairman.*) You are the secretary of the Charity Organisation Society ?—Yes.

4 July 1905. 8546. You have held that office for a long time, I think ?—Since about 1874.

8547. In that time the Society has grown very largely, has it not ?—Oh, yes, it has grown very much.

8548. Now, what is the area of the operations of your Society ?—London is our area, though there are some districts outside that we take in, because they are populous. We also have corresponding societies in many places in England.

8549. Generally speaking, it is the Metropolitan area ?—Yes.

8550. You have something to tell us with regard to the number of vagrants ?—I start with the general proposition that the day count probably in England, all told, is not unlike that in Scotland. I have tried on several occasions to try and work out the statistics of vagrancy with more accuracy ; but I confess it has been rather a question of a careful proportional sum than an actual count. I took the Scottish figures and worked by them as far as I could, and eventually I came to the conclusion that probably it would not be too much to say it is two per 1,000.

8551. (*Mr. Davy.*) What would two per 1,000 mean ?—It would mean 67,000.

8552. (*Chairman.*) That is in England and Wales ?—That is in England and Wales ; I have taken it for granted that one way and another, the Scottish figures would hold if we counted all the vagrants that were in prison, and in other places.

8553. Have you gone into the figures for Scotland at all ?—I was interested myself in Scotland, and I made out a chart some time ago, which shows the Scottish and the English figures for begging—the figures of such offences determined summarily. The object of the chart first of all was to show that the figures for vagrancy in Scotland and England marched closely together ; and secondly that the “offences” always followed closely upon the increase of begging ; but the desire to commit for these offences seems to sleep when vagrancy goes down. Later, in England, in the last decade or so, it is quite clear, I think, that vagrancy has far exceeded the increase in the number of these offences determined summarily. It has risen : they, contrary to previous experience, have not risen in its wake, but fallen.

8554. What period does the chart cover ?—It runs from 1858 to 1904. You will see that in the last decade the mean number of vagrant's has gone up very much, but these offences have gone down, and there seems no relation between the two. My own impression very strongly is that since 1893 the law has been much more feebly enforced than it was before, and there is not the same relation now between these offences and actual vagrancy as there used to be.

8555. Perhaps it would be more true, instead of saying offences, to say cases dealt with ?—I mean offences determined summarily.

8556. Did not the cessation of the war have some effect ?—The cessation of the war would no doubt cause an increase of vagrancy.

8557. It has been suggested to us in evidence as one of the principal causes of a great rise of vagrancy at that time ?—Yes, no doubt there was great economic amelioration, so to speak, during the war ; everybody was in work, and just as happened after the old Anglo-French war, then came the great subsidence of demand, so to speak, and the people were out of work.

8558. That would arise, I suppose, more from the fact that people had been employed in work owing to the war, than from the return of soldiers who could not get work at first ?—Oh, no doubt, the unskilled labour of the country would be immensely employed during the war.

8559. You would agree that the increase in vagrancy was caused, not so much by returned soldiers, who could not find work, as by men being thrown out of employment, owing to the lapse of work necessitated by the war ?—Yes, I think so.

8560. It is interesting to have that opinion from you, because some people had an idea that it was the returning soldiers that caused the rise in vagrancy. Now, is it not your experience that considerable provision was made for these men ?—Oh, a great deal ; and of those who eventually took to the road and came into the common lodging-houses and shelters most were really a low class of unskilled labourers, who were disposed to vagrancy and simply reverted to the position they had before.

8561. (*Mr. Davy.*) As to your chart, do not the Scottish figures include persons in lodging-houses, and so on, while we do not include such cases in our statistics ?—Quite true.

8562. So that reduces the comparative value of the table ?—Yes ; but you must take it that the Scottish return is more complete. The movement of the lines, you will see, goes together, and that shews, I think, that economic causes account for it in the main. One can hardly suppose that by any legislative method, one can prevent an economic cause having a very wide effect.

8563. (*Chairman.*) Now, with regard to begging and sleeping out, you have the figures for the last ten years ?—Yes, I have worked out these figures, but you may have had similar evidence. The interest of these figures is that you see a great rise about 1895 and 1896, and then again in 1902 and 1903 after the war ; but the figures show a very great disparity of treatment in different counties and places. Take Reading, which is a high road place ; in 1893 you have 20 cases of sleeping out, and 117 begging cases ; they fall until you get to 1895, when you have 103 sleeping out cases and 24 begging cases. And then, contrary to what happens in most other cases, the numbers up to 1903 tail off to 31, which seems only to be accountable either from the fact that the enforcement of the law has prevented people begging there as much as they used to, or from the fact that there is laxity in the administration.

8564. (*Mr. Davy.*) What were the figures in 1903 ?—In 1903, for Reading, 10 sleeping out and 21 begging. If you take Chester county, for instance, you find at the beginning of that decade 231 sleeping out and 258 begging. If you take the end of the period—1903—it has 281 sleeping out and 911 begging, which is very marked ; and when you take 1896,

the figures are 270 and 573, shewing a distinct advance, but nothing like the advance later on in 1902 and 1903.

8565. (*Chairman.*) Have you any reason to believe that there was an alteration in the manner of dealing with these cases by the magistrates?—No, these figures do not give one any clue, except that one finds sequences which are clearly due to pressure, one would be inclined to think, of vagrancy; but at the same time the treatment of vagrancy, if these figures are at all correct, differs very materially at different places. Dorsetshire, for instance, has had a bread ticket system. Well, I wanted to see what the figures shewed there: they began in the first of these years with 38 sleeping out, and 73 begging; then at the end of the decade, it is 30 sleeping out and 35 begging, and that, it may be, is the effect of the system.

8566. The Dorsetshire system is the giving of tickets by which a man can get a meal of bread at given places?—Yes, that is it, I think; but the places are on the main road, so as to keep the men as far as possible together.

8567. (*Mr. Davy.*) In effect, they could get the meal at any police station?—Any police station.

8568. Which, of course, keeps the men to certain roads?—Yes.

8569. (*Chairman.*) Is not this system worked by a mendicancy society; and every subscriber has so many tickets supplied to him?—Yes, these figures seem on the whole to shew that there has been no enormous rise in the latter part of the period, as there has been in some counties.

8570. Do you think the Dorset system has at all stopped begging?—I can only say that there are notices all over the county about it, warning people against giving to beggars; it is thought that it has made a difference. The system has lasted some time. It is not like some other methods, which have only a temporary existence, as a rule.

8571. I meant that kind-hearted people, knowing that these tickets were in existence, might feel less inclined to relieve the beggar than if they thought he had no chance of getting food?—Yes, I am inclined to think that would be so.

8572. You do not know actually it is so?—No, I can only judge by this result, as shown here. The result seems on the whole satisfactory, provided the law is fully enforced.

8573. (*Sir William Chance.*) When was that system introduced into Dorsetshire?—In the seventies.

8574. Your first figures are twenty years later?—Yes; of course in a sense it is a better check of a system if it has gone on some time, and will produce good results. Shall I take one or two of those other towns?

8575. (*Chairman.*) Perhaps you would give us the figures for one or two other places?—I will take Derby next; you start the decade at 1893 with 168 begging, and 63 sleeping out, and you end the decade with—or rather you find in the eleventh year, *i.e.*, 1903—269 begging and 178 sleeping out; that shews a considerable increase in the begging and also in the sleeping out. If you take the middle of the period, which is another way of looking at it, the figures for begging in 1897 are 362, and for sleeping out 73; those middle years were in many places marked by a greater strenuousness in the suppression of these offences.

8576. The next is Durham?—Durham county starts in 1893 with 169 begging, and 316 sleeping out; at the end of the decade, begging is 177 instead of 169, while sleeping out is 503 instead of 316. I lay stress myself greatly on the sleeping out; I believe it is one of the most important tests of the careful treatment of vagrancy, and I propose to refer to it again in regard to London. The figures for 1897 are 342 sleeping out and 186 begging. Then taking Gloucestershire, in 1893 the figures are 404 begging and 150 sleeping out. In 1896 they are 429 begging and 187 sleeping out; but in 1903 they are 592 begging and 305 sleeping out, shewing, either that the law is very much better enforced, or that the system of way-tickets which is in force in the county has not worked.

8577. Is not 1903 a year which is rather abnormal with regard to vagrancy?—If we take the years in sequence we find begging is 525 in 1898, 389 in 1899, 396 in 1900, 440 in 1901, 559 in 1902, 592 in 1903.

8578. (*Mr. Davy.*) Can you give us the figures for sleeping out?—268 in 1898, 229 in 1899, 227 in 1900, 206 in 1901, 276 in 1902, and 305 in 1903. Then after Gloucester I take Huntingdon. I do not know Huntingdonshire myself, but the figures seem to prove either that the law has been so enforced that nobody begs or sleeps out, or that nobody enforces the law, because their figures are 4 begging and 3 sleeping out in 1893, and 3 begging and 3 sleeping out in 1903.

8579. (*Sir William Chance.*) There is no large town in Huntingdonshire or in its neighbourhood?—No, but even so, it seemed to me that the figures are extremely small.

8580. (*Chairman.*) I think the North road, the London, York and Edinburgh road, runs through the middle of Huntingdonshire?—It runs through the middle, but the vagrant would not naturally stop in the county.

8581. A number of the vagrants who go along the Great North road are men who would not go to the casual ward, and you would not catch them as beggars or sleepers-out; that may account for the low figures?—That may account for it. The next is Lincolnshire; in 1893 the figures are 1,988 begging and 140 sleeping out. In 1896, the begging is 1,421, a reduction, and the sleeping out is more, 154, but if you go to the end of the period—1903—as in the other cases, the begging is 2,307, and the sleeping out is 242. Well, the same question arises, whether the law is being better enforced. The total number of apprehensions is very large compared with other counties, unless you take quite large and populous ones, like Lancashire.

8582. (*Sir William Chance.*) Is the law strictly enforced in Lincolnshire?—It has the reputation of being very strict. How high these Lincolnshire figures stand will be noted by comparing them with Lancashire. In 1903 in Lancashire the begging was 2,819, and the sleeping out 2,628; the begging runs nearer to the Lincolnshire figures, but the sleeping out in Lincolnshire is naturally much less. Again, if you take Northumberland, where one would think there would be a great many opportunities for sleeping out, the begging is 297, and the sleeping out 328, in the same year, 1903; these figures tell their own tale. Then with regard to the Metropolitan Police District, I have taken the same decade; in 1893 we find 1,937 begging, 496 sleeping out. Taking 1898 as a middle period, we have 2,491 begging, and 744 sleeping out; then in 1903 we have 3,430 begging, and 485 sleeping out. I draw particular attention to the sleeping out figures, because there is a great fall in them after 1898, and I think myself that here, judging also from what one has seen, the law as to sleeping out has not been properly enforced.

8583. (*Captain Eardley-Wilmot.*) This is for London?—Yes. There is a very interesting police return which gives one the figures for these summary offences, and I have worked those out in averages of four years; the average for begging for the four years from 1891 to 1894 inclusive, is 2,211 for the metropolis. From 1895 to 1898, inclusive, the average is 2,156, and from 1899 to 1902, inclusive, it is 2,521. That seems to me to be extremely small.

8584. (*Chairman.*) You have knowledge of the decisions of the metropolitan magistrates with regard to these cases: now is there anything like uniformity in their action?—I should have said none.

8585. Do they seem to have any settled plan or system with regard to punishment for sleeping out or begging?—I think not. In some cases it seems as if the magistrate took the part almost of the beggar, and let him off; and certainly in the country it often strikes one that that is the case.

8586. In London you would possibly expect to find more uniformity amongst stipendiaries than you would amongst magistrates in the country?—Yes; I have never reduced the question to a statement; I have never made a collection of cases, and so been able to judge. These particular cases are comparatively seldom reported, unless there is something in them that strikes a reporter.

8587. (*Mr. Davy.*) Is it not within your knowledge that two magistrates sitting in the same court give widely differing sentences?—Yes.

8588. Habitually?—I should have said so.

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8589. Do you not know cases where one magistrate would give three weeks, and another would give three days?—I think that would be so.

8590. (*Chairman.*) Speaking generally, there appears to be a considerable variety in the method of dealing with both begging and sleeping out in the metropolitan courts?—Yes.

8591. Now have you any suggestions arising out of these figures?—First of all, it seems to me there is a great deal of importance to be attached to these figures, and that they might be utilised very much more completely in the matter of judicial statistics by an annual report. The inequality of the returns might be the subject of special investigation, as a matter of official routine. Another point is with regard to gipsies. I live in the county of Surrey, where there are a great many commons, and the number of gipsies on these commons is extremely great. I find that the gipsies get a hawkers' license, and they camp on the commons and the children beg. I made inquiries and asked the police what they could do, and they said that if the lord of the manor did not actually give them instructions to stop it, nothing could be done. The gipsies simply stay where they are for three, four and five days, and longer. They take the tops off their carts, and even in the most inclement weather they and their children will stay there. They often push the top of the cart among furze bushes, and use it as other people might use a house boat on the Thames. From all points of view, the sanitary as well as others, it is a most undesirable practice, but, apart from the difficulty I have mentioned, we have no police force sufficient for the purpose of putting an end to it. The gipsies are numerous, and the men and the women alike are difficult to tackle. They say their horses have strayed when they are asked to take their carts away.

8592. (*Sir William Chance.*) Are you referring specially to Surrey now?—I was referring specially to one part of Surrey that I know.

8593. (*Chairman.*) As long as they do not beg and the lord of the manor does not object to their being there, there is, I suppose, no means of dealing with them?—That is so. I think they use the commons as a sort of neutral territory contrary to the public good, the neutral territory being a manor in which no special action is taken, and I think it is so serious a question that it would be quite within the limits of good administration to notify the lords of the manor in those cases that they are harbouring a people who otherwise would come under the Vagrancy Act, as having no proper home or abode and sleeping out at nights.

8594. Well, as the law now stands, a policeman has no right to apprehend any of these people, if they do not beg or poach?—Only to remove them for trespass if the lord of the manor wishes them to move. Our chief constable wrote to me: "The matter is entirely one for the lord of the manor, who alone can remove the gipsies from the common. The police, if requested, may be present to prevent a breach of the peace, but they cannot take any active part in the removal of the gipsies."

8595. The policemen are not failing in their duty in not attempting to remove those people, because such action on their part would be *ultra vires*?—That is what I wanted really to submit to the Committee, that practically by a combination of circumstances the common is used for a new purpose in harbouring hundreds of people who are potential beggars, and are practically the same type as the vagrant to a very large extent.

8596. (*Sir William Chance.*) The lord of the manor perhaps tolerates their presence because they might do injury to his property and burn his stacks if he moved them?—I think that is quite possible.

8597. If the lord of the manor did not feel himself under that danger, he might be ready to move them on?—I think it is quite likely, but I do not think it affects the particular part that I am speaking of.

8598. (*Mr. Davy.*) Under the Trespass Act in Scotland the police are enabled to deal with camping out and sleeping in a public place?—What I wanted to suggest was that this is really an important matter from the point of view of vagrancy. I cannot help thinking that the Vagrancy Act, as worded, was intended to cover that kind of case; but in any event I think we want some

alteration of the law to sweep these people off what I may call the borders, where they stay, into the common movement of vagrants to be dealt with in the ordinary way.

8599. Without an alteration of the law there would be no power to remove these people?—No.

8600. The lords of the manor would, probably, welcome such an alteration of the law?—I think they would.

8601. (*Chairman.*) As regards relief of these people, do any of the voluntary societies that you know assist them?—I do not think they give them relief at all. I think that one way or another they are rather well-to-do. I have talked to some of them in former years, and found that the older people came into the town for the winter, or for a comparatively long period, but the others did not; and I think when they came into the town they formed part of the poor of the district, and got whatever was going.

8602. Have you any idea of the numbers of gipsies, taking Surrey alone?—I cannot tell you. I have seen, I should say, twenty families on a single common, and that not a large one.

8603. (*Dr. Downes.*) What attracts them to that particular common?—The common itself is an attraction; all Surrey is an attraction from this point of view; there is so much space; the women make little basket things and they go round to the better or second-rate houses and try to dispose of them.

8604. That is to say, they have got a market in Surrey; there is plenty of space in other counties?—They have practically a market. They dress up for this, and are all tidy just for this particular task, and the children are all nice, whereas on other days they are dirty.

8605. (*Chairman.*) Have you any other suggestion at this point?—I want to submit to you what I think is very important—that there ought to be a more stringent Home Office supervision of the apprehension and summary conviction of vagrants; and I would suggest an annual report specially dealing with the question of vagrancy, an official document coming out every year giving all the figures, comparing, if necessary what is done in England with what is done abroad, and giving a full statement of the case in such a way that anybody could read it in half an hour or so.

8606. What Office would you suggest that should come from?—I think that should come from the Home Office as part of the police work.

8607. You do not think the Local Government Board should prepare it?—I looked at it purely from the point of view of the police for the moment, but to me that is an immaterial question; but that there should be a statement like this, setting forth the whole of the issues year after year, I think is very necessary. Then there is one other point I want to refer to, and that is that the figures I have shown you in regard to London prove clearly that the shelter system has not been productive of good as regards the prevention of begging or sleeping out; at any rate, the numbers have gone up in spite of all the shelters.

8608. What is your opinion as regards the shelter system; to begin with, do you think it prevents, or in any way fosters crime?—Well, if it fosters vagrancy, it fosters crime, because the vagrant is in part criminal.

8609. Has your experience of shelters been that criminals meet together there?—I think I can show you in these cases how men leave prisons and use one form of institution and another. I have notes of a large number of cases taken from the centre of London, and I propose to put before you a few of them, from which you will see how these men go in and out of one place and another, so that there is the closest relation between the prison, the shelter, and the casual ward. Here is one case which comes from Reading; the man goes to the City of London infirmary and then to a common lodging-house. Take another case; this man applies to St. Marylebone in the autumn of 1893, he gives the address of a coffee tavern; he has been in the workhouse, he then gets work; he comes to St. James's in 1904, he then is in a common lodging-house; he has been in the Rowton Houses five years, and in the municipal common lodging-house, and elsewhere.

8610. How much has that man worked in the meantime, as far as you can judge?—Well, while he was in the Rowton Houses, he probably had to work enough to pay his way, 6d. a day and so on, but probably he did that without very much trouble.

8611. Now that is a metropolitan vagrant, I suppose?—Yes.

8612. Have you any idea whether that man goes out in fruit-picking time?—It is quite on the cards he would.

8613. Hop-picking or fruit-picking?—Yes, but the chances are he would not do anything very energetic. And here is a case where the man was born in the provinces. He gave addresses, Rowton House, Salvation Army, the Church Army shelter, casual wards; he is an Irishman. Then here is another who played a cornet in the street, and he did very well. His addresses are common lodging-houses, Medland Hall, casual wards, prison twice; and he applied to us in 1901 and 1904.

8614. (*Mr. Davy.*) Why did he apply to you?—He was referred to us probably from a refuge, or very possibly he came to us of his own accord. We do not always distinguish. Well, here is another man; he was born in Hampshire, and went to Australia where he had a farm, and brought up a family; he had been living in Salvation Army shelters, municipal common lodging-houses, etc.; he had been begging in the streets; he had been in the workhouse and in the infirmary.

8615. What brought that man down to that state?—Drink probably. Then here is another man, a native of India; he is eighteen, been selling papers, sleeping two nights in the streets, has been in the common lodging-houses, and has been sent with a letter to the Church Army. Here is another case; "A young man turned out of a respectable home in the country for drunkenness. He was helped to return (tramped), and got a good situation, but soon lost it through drink and left his home again: was in a Salvation Army workshop for two months, and Rowton House, King's Cross, for several weeks." It shows that these people really know the places. They just go into one and use it, and into another and use it. It is quite clear that they know all about the opportunities afforded them in London; they know about the Church Army, the Salvation Army, Rowton House, and all the rest; they know if they come to London they have five chances for one elsewhere.

8616. Is it not the case that among the vagrant class there is an extraordinary knowledge of locality, and of what is done in the different places to assist them?—Certainly, it is a part of their living.

8617. I mean there is a very widespread knowledge amongst them, not only in the metropolis, but throughout England?—Throughout England. It is extraordinary. There come to us also cases of people who are deficient, and they are most hopeless; they go just in the same way. Here is a man "mentally and morally deficient; common lodging-house; workhouse; Lingfield; prison for stealing clothes." There are women of the same type, who seem to go about as they may. "A woman made constant applications from 1882 to 1901. She gave thirteen addresses for seventeen weeks before applying—generally left in debt. Was in house of charity, infirmary, workhouse, and convalescent home (erratic and unhelpable)." And I have also evidence that sometimes charities appeal to their constituents on the distinct understanding that they are helping non-Londoners. Here is an appeal from a charity in Southwark. "The principals of the numerous firms around us have to support the many organisations in the districts in which they reside, consequently in many cases we only receive small help from them. We are compelled to place our appeals outside London, because we have so many men, women, and children coming from all parts of the country, and we have to help them to a very considerable extent. If we only helped those who were known to us, the misery would be intensified. Poor people coming from the country are helped in preference to Londoners—they may be 'utterly unknown' to us, yet we help them. I feel that we have a certain claim upon the well-to-do classes of all parts of the country."

8618. You say these people have an extraordinary knowledge of what is going on in each district; do you not find that the very slightest benefit serves to

turn the whole lot in one direction?—Certainly, the slightest change will make the difference, as I think I can show, of using the casual ward or the shelter.

8619. A slight change in diet, for instance?—Yes. A very slight change in the diet at Oxford is known to have made a very great difference in the vagrancy there.

8620. (*Captain Eardley-Wilmot.*) Was that at the casual ward?—Yes. I particularly want to draw the Committee's attention to these cases, in relation to the question of ins and outs. I think I showed in the cases mentioned a great many had been in and out of the workhouse or infirmary, and at whatever point one attacks this problem one always comes across the same kind of people. We have made inquiries again and again. In the soup kitchen we often find the same class as we have in the casual ward: sometimes the man is in a refuge, sometimes in a casual ward, and in either case he may be at a soup kitchen.

8621. (*Chairman.*) What do you mean when you say he is at a soup kitchen?—He has gone there at set hours to get the soup which is given away.

8622. Where would he sleep?—No doubt sometimes at a common lodging-house, or at the workhouse, but very often at a shelter or refuge. I wish to speak as strongly as I can, against the utter futility of the system of indiscriminate shelter. The indiscriminate shelter plays into the hands of the indiscriminate soup kitchen, and the two help to create the pauper: he begins by being in trouble, being vicious or something, and they help him to live just as he is. I feel very strongly that there should be some kind of official control over all these institutions.

8623. Does not the present system very largely contribute to the mixture of criminals and non-criminals, with the natural result that non-criminals may get infected by the others?—Oh, undoubtedly; there is absolutely no classification.

8624. Now, if you had an official inspection of some sort, you might be able by that means to keep the criminals separate from the non-criminals?—Of course you are dealing with a rather difficult thing; but I cannot see myself why, in the public good, all persons who go to these refuges should not be identified by the best possible system, just as you might identify them if they went to a casual ward. I do not think the shelters can plea for any kind of privilege as against the common lodging-houses or the casual wards, on the other side.

8625. How would you identify these men?—I think that everybody going in should be admitted on conditions and might be identifiable by his name and address being taken, and if you like by finger-prints.

8626. I suppose it is very seldom a man goes into one of those places and gives his real name?—No; but I do not think that matters very much; it is the name he is passing by probably; we often find in begging letter-writing at least that a series of names is assumed, but it has a historical interest and serves for verification.

8627. You think there ought to be considerably more supervision of these places than there is?—Yes, personally I should require from each of these institutions an annual report and a financial statement, and I should be inclined to use that information for the annual report, which I should hope would be made by the Home Office. I think that these institutions should not be started without the question—whether they should or should not be started, being submitted to some authority; there ought to be a power of veto, and they ought to be associated with the official system in some way.

8628. That would be through the Metropolitan police, I take it?—Well the question really touches the position of these charities. As you know, we have no Acts dealing with charities, except the Charitable Trusts Acts; and they at present are chiefly useful for providing new schemes for endowed charities, whose purposes are obsolete, and for carrying out some other very important objects; but the voluntary charities stand outside those Acts. I look upon these voluntary institutions as either helpful, or as harmful to the community. If they are to be helpful, they should systematise their work, put it on lines consistent with the public good, co-operate, and report; if they do not do

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Mr. C. S. that they are harmful. We ought to alter their status ;
 Lock. I think it is quite fair to take the line that they exist to
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 to some kind of registration and supervision, as I think
 personally all charities should do.

8629. And inspection ?—And inspection ; for instance, in the matter of mere accounts, we have some trusts, the accounts of which the Charity Commissioners inspect, and it is a very good thing that they should do so ; and so, from this point of view, I think that an inspector, whether it be on the part of the London county council, or some other authority, should in the interests of the community be able to go to all these institutions ; and there should be some annual report from every one of them as parts of one co-operative administration, because, whether they act well or ill, they are dealing with part of the same problem. I think myself the best plan would be to have all these charities registered, to give them a distinct status, and to require them to do their duty.

8630. And have an annual audit ?—Yes, as to the annual accounts.

8631. (Sir William Chance.) You mean all the charities dealing with that particular class ?—I would have the charities classed ; and my idea is that the Charity Commissioners might inquire into them, and that the charitable side of all this public endeavour should be brought within their scope ; that they should make a report with a proper index referring to every charity in every county, and that this report should always be available ; once it was set on foot it would not cost much.

8632. (Mr. Davy.) Why do you want to identify the person who is using the shelter, or the casual ward ?—Because I think the whole of this problem turns on something like an attempt to deal adequately with the cases. If you can identify the man as having had certain assistance, suppose you admit him to a labour colony or any such institution, you know his career, and possibly also his sources of help.

8633. But would you identify a man at a common lodging-house ?—I should not do more as to common lodging-houses than apply the same powers of identification for the night he is in the common lodging-house.

8634. Why would you identify everybody who comes to a common lodging-house ; what is there against these places ?—I think the common lodging-house is probably the most desirable of all the institutions, in this sense ; that they supply the natural form of hotel for people who move about, and for people who have no home it is clearly the best arrangement ; as long as they fulfil the sanitary requirements they do the least harm of all the institutions that deal with this business.

8635. You think it is different with regard to shelters ?—Certainly, because they tend to attract a particular class which do not want them.

8636. And because they give facilities for living without work ?—Yes. It must be remembered that the common lodging-houses exist on a demand ; if there is a business demand for more common lodging-houses, the number will increase ; that may be proved by statistics ; on the other hand in regard to them you are really dealing with a supply that will not expand much beyond the normal economic demand ; whereas, in the case of a shelter you simply create a demand ; there is no kind of economic reciprocity between the two parties—those who supply and those who demand.

8637. (Chairman.) What is your opinion as to the common lodging-houses in London from a sanitary point of view ?—I think they have immensely improved. I have known them at intervals ; I have not visited them lately ; but I have talked to Sir Shirley Murphy about them several times ; and I would suggest that the powers that the London county council now have for annual licensing under their Act of 1902 should be acquired by local authorities in the provinces, and that the same kind of supervision that there is in London should be exercised elsewhere.

8638. So far as your knowledge goes, the London common lodging-houses are fairly decent in the matter of sanitation ?—Yes. I think that the effect of inspection has been enormously for good.

8639. It was suggested to us that in the country the casual ward, as a rule, is a more cleanly place than the common lodging-house ?—Yes.

8640. In the common lodging-house, there is greater warmth, but as a rule it is not unaccompanied by vermin and uncleanness ?—I think that is our own fault ; I think we ought to have treated the common lodging-houses in the country more and more as respectable places, and required of them a higher standard of provision. I think they would make such a provision by degrees for the benefit of their customers.

8641. I think your Society has instituted certain inquiries on the subject of vagrancy ?—Yes. In 1873, we had a very important committee on the subject, of which Mr. Andrew Johnston was chairman, and then a uniform system was urged, and it was said that it was essential the public should be convinced that sufficient provision was made for furnishing the necessities of life to destitute wayfarers. It was thought that the most suitable authorities for administering such a system would be the magistrates acting in agreement with the boards of guardians and the police in every county. This failed no doubt owing to changes in the law, but still, in my opinion, it remains a county business as our committee recommended it to be. They also made a suggestion that for vagrants who had been committed on more than two occasions, there should be founded an industrial home, with some of the restraints of a gaol, but where vagrants could be gradually made to work ; that is what one means by a labour colony, *mutatis mutandis*.

8642. What committee was that ?—It was a committee of the Charity Organisation Society. That was in 1873. Lord Aberdare was then at the Home Office, and the question was submitted to him by deputation. Nothing very much came of it. Lord Aberdare, then Mr. Bruce, said “he thought that the most practical thing he could do, was to address to the magistrates, where the law had not been carried out, a circular calling attention to what had been done elsewhere, and urging them to adopt an effective system.” Then we have also made some inquiries as to the casual wards. In Wandsworth in October, 1885, our committee were allowed by the guardians to make a systematic visitation of the casual wards with the object of seeing if any of the inmates could be permanently assisted. 1,319 tramps were visited, and only 11 seemed worthy of inquiry ; only one out of these 11 waited for the result of the inquiry. And Mr. Allen, who was afterwards the chairman of the St. Pancras board, and was very interested in trying to help these men, wrote in November, 1885 : “I have been in the habit of inquiring into the circumstances of casuals at the St. Pancras ward with a view of seeing if any were suitable for charitable assistance. Most of the men were single, and frankly confessed that their present position was due to drink or dishonesty—they were content to pass the remainder of their lives in casual wards.” He further states that he has questioned many old casuals as to their reasons for preferring the casual ward to the more comfortable quarters of the workhouse, and has invariably received the answer that liberty, and the chance of something turning up, were infinitely preferable to the confinement of the workhouse. Then in 1887, we made a special investigation at the time when Trafalgar Square was used almost as a shelter. It was arranged to undertake an investigation at the St. Giles casual wards with a view of ascertaining what cases could be effectually assisted, testing the system and making recommendations as to the best method of dealing with London cases. The crowd was too large to admit of adequate investigation ; 42 applicants were selected who appeared most likely to benefit by charitable help, and these were provided for pending inquiry. 65 out of the remainder were asked for references. Out of the 42, only 11 were found to be in any sense helpable. It became clear from the first that the ticket system could not be utilised for dealing with the selected cases ; the men drifted away to distant common lodging-houses, and would not return. The truth was that a large number were too much accustomed to a wandering life to have any desire for other than temporary help. The crowd was artificially created by the tickets ; all who applied for tickets might well have been referred to casual wards. The shelters and refuges were then, and I think one may say, still often are, generally inferior to the

casual wards in baths and drying and disinfecting arrangements. Then, in passing, I might mention that in 1889, Mr. William Booth presented a memorial to the Home Secretary petitioning for a subsidy to enable him to provide shelter and food for homeless persons below the market price. The petition was declined. In St. George's, Hanover Square, in 1891, the board of guardians passed the following resolution: "That the casual wards in London have failed to be of assistance to the honest wayfarer, and have tended to perpetuate vagrancy, and they venture to hope that separate homes for casuals would be discontinued at an early date." That has been one view of this question, that there should be a separate arrangement for casuals apart from the Poor Law. Then in 1894, there was a great controversy about the Whitechapel shelters, and our local people took the line that Whitechapel was supplied with paupers, owing to its numberless shelters. The Committee will remember that that statement was challenged again in the present year, and the clerk to the guardians pointed out that, as a matter of fact, not only had the admissions been greatly increased, but that they had actually been obliged to increase their workhouse accommodation because of the number of tramps and paupers who were brought into the district from elsewhere.

8643. Do you know whether there is any task imposed at Whitechapel?—There used to be, I think.

8644. They have no detention, I think?—They may have no detention now, but I think that the difficulty of detention is not an uncommon one; I mean the numbers have increased so much.

8645. If there is an influx to one particular casual ward, it is very often owing to some improvement in food, or less work?—At the time I refer to, the casual ward was very carefully managed. Mr. Vallance was there, and he took a great deal of interest in this work.

8646. So that would not be the cause of it?—No. I have a note on the subject. In 1895 the Whitechapel charity organisation committee conferred with the guardians. The opinion of the guardians was expressed in the following resolution:—"That apart from the injurious results to the district of large incursions of casual poor attracted from all parts of the country by advertised provision of cheap or free shelters, the moral and physical results to the poor themselves are in the opinion of the guardians still more disastrous. No organisation can carry out a work of restoration in perpetually moving crowds of squalid poor, whilst the shelters themselves make more easy an idle, vagrant life, and offer no solution of the problem of labour and relief. The guardians sympathise with any endeavour to inform public opinion in regard to the influence of the system."

8647. (Mr. Davy.) In Whitechapel in 1904 there were 2,000 refusals of admission to the casual wards, which shows that the wards were continually full?—Yes.

8648. At Wandsworth during the year no one was refused admission, and at St. Pancras, Greenwich, and at the Guildford Street wards there was no refusal; these are the wards where they carry out the regulations. It looks as if they do not carry out the regulations as to detention or work at all in Whitechapel?—No. I have the whole correspondence connected with this Whitechapel business which I could let you have, and all the data if it were desired; but the view taken was that these people came upon them like locusts in consequence of what was done by the shelters.

8649. (Chairman.) I think you have something to say as to the King's tent?—Yes, the Church Army established the labour tent in Clare Market, called the King's tent, and from a good source I learnt that three hour's light work there secured a meal and a bed. Parker Street is a municipal common lodging-house, and many of the regular lodgers went to the tent, instead of going to Parker Street; many of them would have been quite able to pay for their beds.

8650. What was the charge at the King's tent?—It was free for work; you do your task, and you get your meal and your bed.

8651. You pay for the bed by the work?—Three hours' task.

8652. What class of work is given?—Wood chopping,

I think. Since these tents were started, I have been informed there has been a considerable reduction in applications from the unemployed homeless classes for assistance from St. Giles's; so that the charity acted like a sponge, and drew the people from other areas.

8653. Now if you had a uniform system in London as regards, say, food, detention and task, you would very largely prevent the excessive influx at certain places and would render the applications generally more regular?—Yes, it would be a great advantage if anything could be done to bring about uniformity in the system, and to bring it under one control. Here is what a friend of mine writes about St. George's, Hanover Square. "The numbers of admissions to St. George's union workhouse from November 1st to the 30th April, 1905, from Salvation Army shelters, Church Army and Newport Market refuge were 128. If one was to include common lodging-houses in St. Margaret's and St. John's, Westminster, you might add an extra 500 or more. In St. George's union workhouse, we have a large number of men who have been in the Army, but men who have been in the Royal Navy number not half-a-dozen. There are many men in the house who are in receipt of Army pensions, the usual pension of 7s. or 8s. 4d. a week. Then again there are some Army Reserve men. There are, however, a good number of men in the house, who are in receipt of Army pensions, but the guardians are unable to fix them. These men come into the house from common lodging-houses, where they pass under an assumed name. They leave their papers at public houses, and just before quarter-day take their discharge—and return again as a rule within the next two or three weeks. The guardians have tried many plans in order to catch these men supposed to be pensioners, but have failed. Last year the guardians engaged some half-dozen detectives to follow these men from the workhouse to post offices where they cashed their orders; even then the men were far too clever, and the guardians only succeeded in getting three men brought before the magistrate—and two were convicted as becoming chargeable to the parish, when they had a sufficiency to maintain themselves. This last experiment was an expensive one, and the guardians did not consider it good enough to try it again. There are many guardians who are of the opinion that if pensioners and Army Reserve men were paid weekly that the workhouses would get rid of these cases." There is a vast amount of other evidence, if you wish to see it, on the way in which these people use the various institutions without any kind of care.

8654. (Sir William Chance.) The guardians were not obliged to admit these men to the workhouse unless they had some settlement?—No, I suppose they were not.

8655. They might have admitted them as casuals?—Yes.

8656. And then probably they would not have come again?—Possibly; I think, however, that, owing to similar reasons, this is a state of things that occurs elsewhere.

8657. (Mr. Davy.) It is an illustration that the too great facilities for lodging are mischievous from the Poor Law point of view?—Quite so.

8658. You would not put the common lodging-houses, where a man pays 5d. or 6d. for a night's lodging, with free shelters?—Oh, no; I thought I made it quite clear that I put the common lodging-houses in quite a different category; but part of our public accommodation is utilised by men who are probably quite of the same class as those that would go to shelters. They would go to common lodging-houses, of course, if they could pay.

8659. I suppose you would say free shelters were always mischievous?—There is only one way in which you can get rid of the misuse of the shelter, and that is by having a thoroughly trained expert in charge, and by causing every case to be thoroughly investigated, and an endeavour made to help the man afterwards. They tried at St. James's in the old days to do this, and we used to say that they might succeed in 5 to 7 per cent. of the cases, and that is very good. I do not believe myself that you could get better results. It is rather a bold statement to make, but taking the gross number of cases I do not believe myself that better results will follow from the elaborate plans which are now sometimes adopted in the way of their going to labour colonies and shelters

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and all the rest of it; that is to say, you will find, if you will only watch the cases long enough, that they will as a rule subside into their old condition.

8660. Would you agree that a man who habitually uses free shelters becomes hopelessly demoralised?—Yes.

8661. And is as great a mischief as any vagrant?—Yes.

8662. Although he may not commit any offence against the law?—Yes. It is a question whether vagrancy should not be defined as a state of life rather than determined by the fact that some offence has been committed against the law.

8663. You would draw a great distinction between the habitual vagrant and the other?—Yes.

8664. Could not vagrancy be defined as the fact that a man has not attempted to get work within a certain time; that is, that being in a good state of health he has not attempted to get work to occupy himself, and consequently has been living on the public for a certain time?—Yes; I like the German law upon that point, which I think is very effective. They say that anyone may be punished by imprisonment who goes about as a vagrant; that is their first condition; the second category is he who gives way to play, drink or idleness, and so reduces himself to a state in which he has to apply to the authorities for means for the maintenance of himself and those dependent upon him; the third is he who receives public poor relief, but from unwillingness to labour refuses to do work which the authorities have provided, and for which he has sufficient strength; the fourth is he who after the loss of his place, within a period fixed by the authorities, has not found another situation and cannot show that he has used any diligence to find one; and the fifth is the man who cannot maintain those for whose support he is responsible.

8665. (*Chairman.*) That is a definition of a vagrant?—These are all definitions which come under the vagrancy clauses of the *Strafgesetzbuch*.

8666. (*Mr. Davy.*) Do you think that if a man cannot earn a shilling a day he had better be in an institution?—I do not think that one can say that for this reason: it is very difficult to say what these men can earn unless we solve the question quite arbitrarily. When the Casual Poor Act of 1882 was passed, by which the two days' detention came in, there was a great reduction in the number of applicants in the casual wards, and I was told by a very good officer at that time in St. Marylebone that he noticed that it forced the men who were in the common lodging-houses and were in the habit of going to the casual wards, back upon themselves, and that men would do a job or strive to make a living in the streets, who would never do so before. I think that it is only the lowest grades of labour which these men paying their way in the common lodging-house can fairly take; but I think as long as they labour they are entitled to as much respect as those in any other class. This is the ground of my rooted objection to all these charities, that they tempt the man who can do only the lowest grade of labour to give up the only labour by which he can support himself, whereas if you had none of these institutions, but applied to these men the simple rule of destitution in connection with poor law relief, you would find, I think, that they would be doing hundreds of small duties for which there is a market amongst the very poor.

8667. (*Chairman.*) Your view would be, then, that the shelter system shows the man how to live without doing any work?—Yes. Sir Shirley Murphy's evidence proves that a man can live in London on five shillings a week, on less than a shilling a day.

8668. (*Mr. Davy.*) But if he cannot earn that amount he must live in a very degraded way?—If he does not earn that five shillings a week at the present moment he becomes a shelter bird, and a soup kitchen bird; but if there were no alternative but the Poor Law and some kind of restrictive administration, I believe he would turn round, and make himself competent for something in a small way, which he does not do now.

8669. A certain proportion would?—Yes.

8670. (*Chairman.*) What percentage of those people do you consider are honest men who would take work if they could get it; we have had varying estimates from witnesses; Mr. Crooks put the figure at 1 per cent.?—If

you look at it from the point of view of taking work and keeping to it, I believe the 1 per cent. would be near the mark. There might be many who would eventually take work, and you might get 3, 4, or even 5 per cent., but it would involve a great expenditure of energy to get the men to go straight and keep to the work. It might be more hopeful with younger men. For general purposes, if it is a question of accepting a clear offer of work, I think the 1 per cent. is the right figure.

8671. Your suggestion is that there should be a somewhat more effective control of institutions for dealing with these persons?—Yes. I think it should include such places as Rowton Houses, because the Rowton Houses are treated by these people just as any other place. The fact that they are a public company, should not, I think, exclude them from being considered and brought in as part of the general organisation for the treatment of these classes.

8672. Do not the Rowton Houses make a rather higher charge?—They charge 6d. a night for lodging; they are of rather a higher class and give very good accommodation indeed.

8673. Then you would have some method of dealing with charities which provide for this class of men?—Yes; I certainly should bring them into some uniformity of method, and I think there might be a system of inspection and of notification for the Church Army, the Salvation Army, and all the other institutions, under certain limiting bye-laws which would prevent injustice. Until you have some mutual arrangements, I do not see how you are to check the constant admission and re-admission of the same cases without any good being done to anyone.

8674. I gathered that at Hadleigh the Salvation Army do not make any difference on admission between a man who was known to be a convicted criminal and a man who perhaps had never broken the law?—I think that is a very bad system. All progress in these matters depends upon discrimination. There is no reason why they should turn a man away because he has been in prison; but discrimination is none the less necessary. The chances are they would have to deal with him in a different way because he had been in prison.

8675. So that if you took men into a home or a colony you would as far as possible separate the convicts from innocent men?—Certainly I should.

8676. Now is that course adopted, do you know, with any of these charitable associations?—I think some take a great deal of trouble to get a good type of men, believing that the others should go to the casual ward or be otherwise provided for. But in the Salvation Army the rule which you have referred to holds. In the Church Army there is a simple task to be done; the men pay their way by the task and there is an end of it. In those cases I do not think you do get the kind of discrimination that is wanted. These institutions, if they exist, ought to be able to carry out a definite part of the treatment of the vagrant, which the official authorities cannot do so well, and unless they do that systematically they must do more harm than good.

8677. Have you considered the question of the establishment of labour colonies?—Yes, I have; I have visited colonies in Germany, and a friend of mine, Mr. Willink, whose evidence, I think, you are going to have, went to Holland on our behalf; and some other friends have been to Belgium.

8678. As far as you know, has the establishment of labour colonies abroad resulted in getting men into working habits?—I do not think so to any very large extent. It seems to me that they approximate to an open-air work-house. In the German colonies there is a large increase in the early winter, and the people leave with the spring. Here is a note now of one of the most recent, March, 1904, and it is the opinion of a man who is connected with the colony of Schaferhof in Holstein, and he says people come four or five times and oftener with a claim for three or four months' stay. Then in the spring they fly back to their old nests like the swallows, and naturally the authorities in the colony cannot be so hard hearted as to keep them away from their old acquaintances.

8679. Those are voluntary cases?—Yes.

8680. Men who enter the colony to get a home for a

certain period?—Yes; they are now accepting these men after two applications with a contract for twelve months up to two years, in order to keep them and make something of them, and the speaker says he finds a great advantage in that; that, as long as they stay, at any rate, they work and are clean, but he says on the old system 90 per cent. of the colonists do not improve. They go on as they were before.

8681. Do you know how many of these cases there are?—No; apparently he is rather successful in getting them to come in on these terms, but there are no figures that I have seen of the number who refused. Out of 97 applicants, 47 applied twice and were kept by agreement for two years. As I understand it, if they did refuse they could go elsewhere to another colony. To a considerable extent I presume the clientèle of a colony is comparatively local.

8682. As far as you know, does this kind of colony approximate at all to paying its way?—Oh, no, I think that they support the people in the colony very possibly to a certain extent, but I do not think they are ever paying institutions in the normal acceptance of the words.

8683. Do you know any one colony in Europe that does pay its way?—I think it would be hard to say that absolutely. Perhaps one or two do cover expenses of maintenance, but it is difficult to tell from the accounts. You do not know whether capital expenditure is brought in in any shape or form. There is a short summary of the finances of the various colonies given in the official paper, *Der Wanderer*.

8684. In these days when there is so large an amount of public opinion in favour of colonies, it would be very satisfactory to know if any colonies approximated to paying their way?—The speaker I have quoted says the amount of heath land that they are able to put into order makes the very greatest difference in the supply of work which they are able to do. I have no doubt that his work is growing to be the work of a large farm, and I think in that sense, with those limitations, it might be said that it pays.

8685. One great advantage of a labour colony is that you would be able to employ a number of men in healthy employment who otherwise would be living an idle life at a heavier cost to the country probably than they cost in the colony?—Yes, that is a justification of the colony. But of course it must be remembered that besides the colonies in Germany there are three different sets of indoor institutions. There are the poorhouses and the workhouses, and there are the correction houses, and in these institutions there are men very like our own workhouse people, very like ins and outs, and people who having once got in there stay for very long periods. So that apart from these colonies there is a system of institutional relief, and it acts very much in the same way, viz., that people remain for long periods.

8686. If you had colonies established in England, say by the State, do you think it would be necessary to have separate divisions or colonies for criminals and for unconvicted men?—There is no doubt that a convicted prisoner who will not keep from crime outside may get along all right in a colony. That is a question more or less for the reorganisation of the present system. When, however, we come to those who are non-convicted, it is difficult to know how we are to get hold of them until at any rate they have had a first sentence, until they have been taken before a magistrate. I do not know whether public opinion would permit an arrangement by which a man sentenced once for begging or sleeping out, or whatever it might be, should be sent to a colony; but unless the sentences are for a comparatively long period it would be perfectly useless. I am inclined to think that all the clauses of the Vagrancy Act as regards vagabondage, the three periods, the short sentence, the six months and the year, should be entirely re-modelled in view of modern needs. I think, too, that in dealing with these cases much would turn on what is known of a man beforehand, if we have a system of identification and the police report on his character. What I say refers to a general labour colony. It would of course be a different matter if, on his first offence, a man was

committed to a particular form of labour colony such as a penal colony.

8687. You would be in favour of having as one kind of labour colony one which should be a penal colony?—Yes.

8688. A sort of prison, with a very large amount of outdoor work?—Yes.

8689. You would probably agree that a colony of that sort should be in the hands of the Prison Commissioners, and the Home Office?—Yes.

8690. In the case of other colonies, where men might be committed by order of the magistrates or quarter sessions you would also agree that there should be some supervision and visitation on behalf of the Home Office?—Yes. I should be inclined to require parallel conditions to those now required in the case of an industrial school, that is to say, it might be to all intents and purposes a charitable venture, but really an institution available for the administrative work of the country.

8691. Is not the failure of the present colony system very largely owing to the fact that there is little or no supervision?—It is due partly to that; but also in my opinion there is little or no selection. To my mind a colony is a particular form of assistance in reference to a particular form of difficulty, and strictly, the question should be fully considered whether the man is the right man to send to a colony. In the case of philanthropic colonies, there have been successes in picked cases—comparatively young men, who have been under good supervision; but, when these two things are lacking, again and again it seems to me that the whole business is a mere trifling with the problem.

8692. I take it, on the whole, you are in favour of the experiment of colonies?—Yes, I am in favour of the experiment for criminals; and outside that I am in favour of the experiment on very definite lines with selection. I am not generally in favour of colonies; that is to say, taking them as they are here or anywhere, I think the results have not been sufficient to prove that they ought to be adopted; therefore the parallel of the industrial school really more closely carries out what I think a colony for adults might be.

8393. You would have supervision in that case?—I would have very strict supervision, and I would have very good inspection, and I would require the authority or the school to report on every case.

8694. I should like to have your opinion on one other matter, viz. the length of sentences; do you think that the short sentence of a few days is of the slightest practical use to a vagrant either as a deterrent or a cure?—It is quite impossible that it should be.

8695. What length of sentence would you suggest as the minimum?—Well, the question is from what point of view you consider the offence, and what are the circumstances of the case. If it is a case of habitual vagabondage, and it is really desired to stop it, the sentence must be long; I should say nothing under a year probably would be of any service at all.

8696. That would be in the case of those whom you described as habitual vagrants?—Yes.

8697. But take a man who is convicted of begging or sleeping out; instead of sentencing him to seven days imprisonment his conviction might be recorded, and after, say, three convictions he might be sentenced to a considerably longer term; would you agree to that?—There is that plan of a shorter sentence, we will say a month, followed by a much longer sentence on a recurring offence; but from the point of view of the possibility of doing good, the chances are that most good would be done on the first occasion, and therefore, theoretically at any rate, the man is most likely to benefit if committed for a month, and if he can be kept for longer should he be going on well. The question really is one of enabling him to acquire a new habit, and in a manner no period is sufficiently long that does not enable him to do that, if it is within the bounds of possibility. I think your suggestion would be a great improvement on our present state of affairs; but I should be very much afraid lest the first offence should not come to the knowledge of the magistrate on the second occasion. Theoretically at any rate, I should be rather inclined to commit for a

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month, and with a possibility of prolonging the period, conditionally on the report.

8698. Then, I take it, in your opinion, a month should be the minimum?—A month should be the minimum certainly; there is no good in any case, I think, with less than a month.

8699. If that could be made universal, do you think it would have good results?—Yes, certainly; I have hoped for a revision of the Vagrancy Act from that point of view. There is another point to consider, that these men often are of a very low type, and unable to look after themselves; they are defective people. I think if that fact comes to light it should be considered in the sentence; I mean it would be quite fair in those cases to treat the man partly as invalided, and partly as criminal, and lengthen out the sentence, if need be, for his own good.

8700. There would have to be strict police supervision and some system of identification?—Yes, certainly; I think that a very great change would have to be made in the matter of registration. We have no registration now of vagrants; and we cannot deal with these people, unless we have the previous information as a matter of course.

8701. There are thousands of those men who are really habitual vagrants?—I think so.

8702. If those men knew that steps were being taken to identify and register them, that might contribute to some extent to their becoming working men, instead of idle men?—Yes. In 1891 the report of a special committee of the Charity Organisation Society was published. It is interesting in one or two ways. (1) About that time it seemed likely there would be a great reduction of vagrancy in London, but since then many shelters and night refuges have been established, and in my opinion they have largely done away with the possibility of any reduction. (2) The committee were anxious to have a differentiation of functions in the various refuges; they thought there might be co-operation to that end, and they thought there might be something like a supervision of the whole system in London. They found, as has been found since, that the accommodation available was larger than would be required, even at the time when there was the greatest agitation for an increase in the number of refuges, and they recommended that some of the existing accommodation should be used for the purpose of small homes for the careful treatment, from a religious and moral point of view, of individuals who, it was thought, might be reclaimed. (3) They also recommended that there should be investigation, as soon as possible, into the condition and antecedents of each applicant for admission to a refuge, with the object of ascertaining whether he could be helped, and what form of assistance was most appropriate to his case. And they also wished, pending investigation, that the applicant should either be received provisionally into the refuge, or be sent on to the casual ward or workhouse. (4) They thought it unwise to fix any period for the ordinary duration of stay at the refuges; the period should rather be adapted to the circumstances of the individual case. A good deal of stress was laid on that point; and they thought that the casual ward system should be amended, that greatly increased powers of detention, in regard to habitual or recurrent cases, should be given, that the casual wards should be retained for the first reception of casual paupers, and that where increased powers of detention were exercised the pauper should be sent on to the workhouse to complete his period of detention. That system might fit in very well with a labour colony system. (5) In the opinion of the committee, no real improvement in the condition of the homeless could be effected, except by co-operation between the poor law and charity, and between the various charitable institutions *inter se*. And they suggested that there should be a council established in London to (a) arrange with guardians for a systematic visitation of the various casual wards, with the object of picking out helpable cases and referring them to appropriate charitable institutions; (b) secure the proper investigation and treatment of homeless cases; (c) arrange for the inspection of refuges on the lines of the existing inspection of casual wards, for the purpose of detecting ineligible persons, and so preventing them from resorting successively to the various refuges, and to employ one

or more inspectors for a similar purpose. An endeavour was made at the time to carry out this scheme on voluntary lines, but some of the societies were not willing to share in the necessary expenses of the proposed organisation, and so the proposal fell through; but the main lines of these suggestions are, I believe, quite applicable at the present moment. They pre-suppose, what I have been submitting to the committee, that there should be some method by which all the refuges should be brought into co-operation, to play their part in a proper treatment of this question.

8703. (Mr. Davy.) Well now, what should you say as regards the casual wards in the country?—Well, to take one instance, I have seen a small casual ward very nicely fitted up and all as it should be, quite insufficient, and there I have found a large number sent on to a common lodging-house, paid for as they passed through. That and other evidence led me to think that there ought to be a single supervising body in each county, and that the supervising body should endeavour to make arrangements sufficient for the purpose along the main roads, and should make some arrangement with the refuges and common lodging-houses, and so on, if these were to be of any service in this common work of dealing with the vagrant.

8704. Do you think uniformity of administration is desirable?—Not absolute uniformity of administration. I think in the main it is, but you may have to make quite different arrangements in a very rural district to what you would make in a crowded district. In that sense, I think there should not be uniformity, but in all the main lines of administration there should be uniformity.

8705. Do you think that uniformity is possible when vagrant wards are administered by 638 boards of guardians?—It is impossible.

8706. Do you think that vagrant wards would be necessary if the police carried out the laws against mendicancy and sleeping out rigidly in each county?—I think if the police carried out the law rigidly, the number of vagrants would go down.

8707. But in any case, you think some sort of refuges would be necessary?—I think so.

8708. And that they should be public refuges maintained by the rates?—Yes; in America they have large charitable refuges, with wood chopping and that kind of thing going on; and these are used systematically. I do not think it matters very much if, for instance, a charitable refuge which could be brought into good lines in a particular place were used, but the refuge must be admitted on certain conditions, and under regular rule and discipline.

8709. And what authority would you suggest?—I should suggest a county authority certainly for the management of vagrancy.

8710. Nothing less than a county authority?—No, I think not.

8711. Well, then, what would you suggest with reference to sentences for vagrancy?—With regard to that my general view is that there should be a sentence on report, that is to say, suppose it were a month it might be continued on report for two or three months, or even more, with a view to the prevention of crime.

8712. You mean in an ordinary prison?—No, I am thinking of a labour colony.

8713. But you would not send a man to a labour colony for a first offence, would you?—No. I am taking for granted that on the first offence, the man would be merely cautioned; if he were committed, it would be for a short period, whatever was considered possible according to the law of the day. Certainly it ought not to be less than a fortnight; as I have said, a month would be a good time for a first offence; and, if the system of registration and identification is good enough, it seems to me that what I have suggested would come in on the second offence.

8714. And after a certain number of offences, the labour colony?—Yes.

8715. On an indefinite sentence?—I think, if the labour colony is to be effective, it must come in rather early, otherwise the man will get worse after each sentence :

the truth is, if the labour colony is to be in any sense remedial, the sooner he gets into it for something like an indefinite sentence, the better it is for him.

8716. Have you any information with regard to any remedial labour colony—any labour colony which is successful in reforming vagrants?—No.

8717. Is not the whole of your information against the possibility?—Yes. On the other hand, I think, judging from what I have seen of individual cases, if the man is young and cared for properly, he has a good chance, but that is not saying that the colony system worked in this way would, in itself, be largely remedial. I think in particular cases it should be comparatively easy to get boys off all right.

8718. It would probably be a deterrent?—It would be certainly a deterrent for the rest.

8719. You said there was a class of vagrant who is weak-minded; that is probably a numerous class?—I think that is so.

8720. What should you do with old vagrants who travel to their own injury?—I think that is one of the standing difficulties in dealing with this question, as has been proved in France, and it raises the very troublesome problem of the relation of this kind of vagrancy to poor relief. It almost comes to it, that if these people are vagrants, they must be dealt with somehow in that capacity; and in that case again it seems that you are driven to have a variety of colonies instead of a common prison or penal colony for the whole class; or else these old vagrants should be dealt with in some other manner altogether.

8721. Would you approve of compulsory detention in workhouses for those cases?—In long standing cases I should approve of compulsory detention, but whether this should be in workhouses as they are now, or elsewhere, is another question.

8722. Take the common case of an old woman who is walking about footsore; it is common enough, is it not?—Yes.

8723. What would you do with her?—For a first offence, I should be inclined to sentence for a month, and that would be really only a sentence giving a certain amount of hardish labour, and enabling the people to find out who she was and all about her, and if she came again there ought to be a good dossier to show what her conditions were.

8724. But it is no use making enquiries unless you can do something at the end of it, is it?—No.

8725. Some form of segregation would be necessary?—Absolutely.

8726. Are you of opinion that individual tramps should be segregated?—In this sense, I should not let the habitual tramp and the young fellow mix.

8727. Now, relief to tramps is not at present very costly?—No.

8728. They are a class that do not commit violent crime, or beg or steal much?—I do not know to what extent.

8729. Are they such an evil that it is necessary for the State to interfere and lock them up?—I think there are points on which we can improve our system; but I do not believe myself in any attempt whatever to lock up the whole number, and try as it were to scavenge them out of the population; I think such an undertaking is not reasonable.

8730. You think that no tramps should be locked up, except under a judicial sentence?—Yes.

8731. That judicial sentence should be for a definite offence?—Yes.

8732. Which might be habitual vagrancy?—Which might be habitual vagrancy; that is what I was going to say.

8733. Which might be made an offence?—Yes.

8734. In that way you would segregate a certain number of them?—Yes.

8735. And that might be a deterrent to the rest?—That is it.

8736. You do not approve of sweeping the streets into labour colonies?—No, not at all.

8737. You think that would be impracticable?—That is impracticable.

8738. Do you realise that any establishment of this sort of *quasi* prison would be expensive?—Very, I should think.

8739. I think that Pastor Bodelschwingh estimated that every man in a labour colony in Germany costs about £9 a year?—I think so.

8740. The cost in England would not be less, would it?—No.

8741. The German buildings are very cheap and homely?—Absolutely.

8742. You have referred to the French system; have you anything more to say about that?—With regard to the French system, I do not know how far the Committee have had the matter before them; but in the French law, the wrong done by vagrancy is a *délit*—an infraction of the law punishable by correction—and the penalty is committal to a house of correction, to be there employed on one of the kinds of work there furnished according to the delinquent's choice; the time is fourteen days at least, six years at most. The produce of the work is divided into three parts—one for the expenses of the house, one to give the delinquent some comforts (*adoucissements*) if he desires them—one as a reserve fund for him when he goes out. In certain circumstances the tribunal may deprive the delinquent of civil and family rights, *e.g.*, the right of voting, the eligibility for election, or for holding any public office or employment, of bearing arms, of vote “in the deliberations of the family,” of being guardian except in the case of his own children and on the decision of his family only, etc. There are special penalties for recidivists. Vagabondage is a *délit*. Vagabonds or *gens sans aveu* (*i.e.*, literally lordless men, men in vassalage to no one, *l'homme qui n'a ni feu ni lieu*—the man who has neither hearth nor home) are those who have no certain abode or means of subsistence, and who do not habitually exercise any trade or calling. Persons legally pronounced to be vagabonds are *ipso facto* punishable by three to six months' imprisonment. But if they are under sixteen years of age they are placed under police supervision till twenty, unless before that age they join the army or navy. So as to mendicity: every person who has been found begging in a place in which there is a public institution organised for the prevention of mendicity is punishable by three to six months' imprisonment, and thereafter will be taken to the *dépôt de mendicité*. Where there are no such institutions authorised, beggars are punishable by imprisonment of from one to three months. If they are arrested outside the *canton* of their residence, they are so punishable for from six months to two years. The history of the matter is this, that those who begged were so often in a crippled and invalided condition that when they were convicted and brought into the dépôts, they crowded out the vagrants proper. The dépôts, therefore, became, instead of *dépôts de mendicité* properly speaking, dépôts of miscellaneous poor, not unlike those of our normal workhouse. Consequently in recent years circulars have been issued with a view to finding out whether the local authorities were inclined to continue the dépôts. In many places in which they had this system of dépôts the opinion was expressed that it was as well to continue it. But the opinion was clearly expressed that the connection between relief and the supply of work, the right to relief, and the co-relative right to employment was quite unreal. The real question was said to be not that; but whether there was destitution and public means for meeting it. Thus professional mendicancy could be dealt with on its demerits, apart from any question of relief. This I think is rather important. The subject is now being discussed very much from the point of view of a problem of providing employment. I believe that view is wrong. Really in most, or at least very many instances, the question is one of defective or criminal instinct on the part of those who are offenders, and it will not be met by merely providing employment, in a colony, or in any other way. The people in these dépôts are divided now into two parts; some are *reclus* and have been committed; and of 1,237 of these (31 Dec. 1886) 361 or 29 per cent. were *récidivistes*, who come back again: the other part consisted of the *hospitalisés*. Of the 4,152 *hospitalisés* 1,523

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came from the departments which had dépôts, and 866 from associated departments, which had made arrangement for their reception. I have particulars as to the work and the money paid, and so on. After three months in industrial work, a man, a *reclus*, may earn fcs. 36-69, a woman fcs. 8-28; as *hospitalisé* a man may earn fcs. 10-71, and a woman fcs. 5-37. There are other standards of payment, if they are doing agricultural work. Their stay depends on the decision of the administration. By an old arrangement they should be detained until they are made competent to earn their subsistence by their labour, and at the least for a year. As a rule now, according to the decree of the prefect, the stay is fifteen days, a month, two months, and this cannot be otherwise "*avec le mélange des reclus et des hospitalisés.*" The latter remain for years and absorb the resources which would have permitted *reclus* to stay at least a year—to become capable of earning their livelihood. So the system has broken down; the work is light, the organisation defective, the occupation most elementary appearing not to go much beyond the picking of oakum, the sorting of rags, and so on.

8743. Is that what is called the "La Chalmelle" system?—No, that is not the "La Chalmelle" system, that is the old *dépôt de mendicité*. M. Monod, the head of the French administration says of the method as it now works:—"Un individu qui sort du dépôt est rejeté dans la société aussi pauvre et souvent moins bien qu'il y était entré." It is interesting to find that at first the scheme was one for continuous, and, if possible, remedial treatment. Allowed to become a relief system for any who begged, old as well as young, infirm as well as able-bodied, it broke down. And the truth is that, unless the able-bodied vagrant is dealt with specially and separately, directly you get to this length of sentence, the machinery breaks down with the extreme pressure of the work put upon it.

8744. But would not that be so with the case of indefinite sentences?—I think that is the great difficulty with indefinite sentences.

8745. Because, if you keep a man until he is fit for work, you may keep him for ever?—Absolutely, that is so with the indefinite sentence in the free unlimited manner in which it is often spoken of; that is hardly feasible, at least in my view. What you can do is to have a man convicted for a month under probation and report from month to month, and you can say it is no use keeping you after this month, it is good that you should go, at least from this institution or colony.

8746. Are you aware that in Belgium there is a considerable desire expressed that the sentence should be longer, that seven years is not long enough?—Yes, I heard that; it seems to me many of those sentences logically would be lifers.

8747. Would it not come to that in the case of a segregated tramp who is irreclaimable?—It would.

8748. It is the logical outcome?—It is the logical outcome of it, unless you adopt the plan of saying, "I will go so far and see what will happen." Then it is a matter of observation month by month, and it is determinable from quite a different standpoint, the man not rallying to the treatment of the colony to which he has been sent.

8749. In Germany, is there not a desire that these voluntary colonies should have a compulsory power of detention in certain cases?—That has been discussed several times, I understand. Pastor Bodelschwingh's view is that they should be quite free to do as they wish, and he would be against it; but I do not know how far that is an exceptional view or not.

8750. (Mr. Simpson.) Are you clear that the counties where they do not prosecute for sleeping out and begging ought to be brought up to the level of the counties where they do that more frequently?—Yes, I think that they ought to be brought up; I think that the law against sleeping out ought to be strictly enforced.

8751. But you are aware that there is a great difference of opinion among magistrates on that point?—It is that difference, I think, that spoils our administration.

8752. If the magistrates in any district discharge the vagrants brought before them, on condition that they promise to get out of that particular district, you cannot expect the police to go on prosecuting?—No, but I

think the circumstances of such cases should be reported to the Home Office.

8753. But at the Home Office we could not send these cases to prison?—No, but suppose you simply used them as statistics, you could then on that ground found a very strong report, showing the great inconvenience of handling the problem in different ways in different places.

8754. Is it not practically admitted that the variety of opinion between individual magistrates is so great that the variety of practice can scarcely be exaggerated; the real problem is, how are you to get them of the same opinion?—The first question is the nature of the provisions of the Act. I am not at all sure that an Act might not be better drawn than the Vagrancy Act for all these purposes. The second question is as to the application of the Act as it might be redrawn, and in regard to that a circular from the Home Office, handling the subject afresh might have great influence.

8755. And urging that offences of vagrancy should really be dealt with on uniform lines?—Yes, and suggesting how it might be done by reference to cases.

8756. Do you not think the difficulty is that magistrates feel it does no good sending a beggar to prison?—I think if the Act were altered the term of sentence could be altered too; and it would be a very important factor if it were a sentence of a month under particular supervision; I believe everybody is out of heart with the present system.

8757. I am afraid there are a good number of magistrates who are not yet out of heart with it?—Then the new Act would be the better.

8758. In the way of fixing a minimum?—Yes.

8759. Suppose the Act also gave power to send vagrants for a prolonged period to a labour colony, do you think that would help the magistrates in coming to a uniform administration of the law?—I think so, if the dossier of the vagrant could be sufficiently perfect. Where I fear the difficulty would lie would be in the information as to past sentences not being forthcoming, and it requires a very elaborate system of identification, accepted and adopted throughout the country, to get the results we want.

8760. Have you seen anything of the finger-print system?—Only as a matter of curiosity; I have taken for granted that that system would be applied.

8761. Under it there would be very little difficulty in making the dossier of the vagrant?—That certainly should be done.

8762. At present it is only done for criminals?—But I do not see why it should not be done for vagrants and, indeed, in certain instances, in the case of inmates of refuges.

8763. In the case of people who make habitual use of casual wards is there any reason why they should not have their finger-prints registered?—No; that is what I mean.

8764. Now, if there were power to send vagrants to a labour colony for detention, would you be in favour of the justices in petty sessions sending them to the colony, or would you have the case remitted to quarter sessions to be dealt with?—I should be inclined to say justices in petty sessions. It depends really on the extent to which the scheme is carried out; but the people who know the case would very likely be the best people to deal with it.

8765. But do you not think that the vagrant would often be a man who would not be known in that particular district where he is arrested?—Yes.

8766. Do you not think there would be more knowledge at the county headquarters than there would be at the petty sessions?—I was taking it for granted that whatever information there was would be available at either place, and I think that quick treatment, not a long delay before sentence, is very desirable.

8767. Do you think if, under the present incorrigible rogue system, quarter sessions had power to substitute a term of detention in the labour colony for imprisonment, that would be a good thing?—Yes, I think it would, and I think it is quite possible that in particular cases imprisonment and labour colony together might be a good thing.

8768. From the time the man is committed by petty sessions till the quarter sessions he is under hard labour, so in many cases the quarter sessions might feel he had had enough prison, and it would be well to try the labour colony?—Yes.

8769. And that interval would afford an opportunity of getting up the man's dossier?—Yes, it would. My general feeling about these men is that it is not the many sentences that should make the difference. If you could catch a man comparatively early, you would give him his best chance by sentencing him for a year; we say, "incorrigible" for a year; but I am rather inclined to say, "corrigible" for a year.

8770. There is a good deal to be said in favour of the detention of the incorrigible, simply from the point of view that it keeps him from being a nuisance to the public?—Yes, from that point of view; but, as far as I understand it from the history of cases, where character and incorrigibility have been bad they will continue bad; and that is the reason why men of this type at last come to having to be kept for ever; so I think it is very much more important to consider the first sentence or two, and to arrange others with a view to the life of the man thereafter, than to wait until the man has become habitual.

8771. When he is an habitual you feel that anything you do will make no difference to him?—Yes.

8772. (*Mr. Davy.*) "Corrigible" for a year, incorrigible for life?—That seems to me to be logically correct.

8773. (*Mr. Simpson.*) But you would have to be very careful with the corrigible people; the year should not mainly be punitive?—I think the main point all through would be whether the man can acquire a good habit.

8774. (*Mr. Davy.*) With regard to such cases, the colonies of the voluntary societies might be useful?—Yes.

8775. Combined with individual treatment?—If the conditions are such as are investigated and meet with approval; if, for instance, there is proper classification. A system by which a very large number, as was given in evidence by Mr. Lamb to a committee of our Society, simply go through the colony and come out of it, is very bad, whatever happens; it ought to be a colony which is really dealing with a colonial population, a resident population, more or less; it must not be a colony which is taking, so to speak, all who come from shelters and other places.

8776. (*Sir William Chance.*) From what you have said I gather that you are not very much in favour of what is known as the Berkshire way-ticket system, which is now in force in Gloucestershire and Wiltshire?—No, not by itself.

8777. Will you give your reasons for that?—The Berkshire system, if I remember right, was a police system. The question is whether or not the attempt to have a route marked by the tickets, and for the police to distribute them is, or is not, useful. I think it is useful in this sense that if properly carried out, it should keep the vagrants on the main roads; but it is quite easy with our present arrangements for the men to break away from the main roads and go to the farm-houses, and other places where they are particularly unpleasant. I hold myself that a system like that, or indeed any system, can be worked into the general administration of the country only if other changes are made. For instance, if there is a county system for dealing with vagrants, it seems to me you might, if you liked, use the Gloucestershire system in co-ordination with it; but what we do not want is to offer too great facilities for the vagrants or vagabonds to use the country for their travelling purposes. The English policy, as I take it, has always been permissive with limitations; we have tried to give the vagrant his task, but we have always let him have food; and even if our policy has been, as people say, deterrent and not remedial, I think that, on the whole, it has been rather good; it has been alleviative, and in part preventive, but if we are to have the remedial system at all, then we must have something like the labour colony system, or something like a reformed prison system for these people.

8778. Do you think it would be possible to introduce anything like the German pass system into England under the present conditions?—The German pass system depends on the man's papers, and I am afraid we could not require

those in England, therefore we could not have their pass system.

8779. If it was possible to have a system of papers, would you approve of the introduction of the German system of refugees at reasonable distances to work in with the pass system?—The only way would be to require every man who is a vagrant to produce his papers to the police; in Germany the system is based on service in the Army and so on. Here the police do not know where we are living, as they do in Germany; therefore, again, it would be quite impossible to use the German system; and all the methods of the way-ticket depend ultimately upon that, the use of some system like that. Except for the convenience of those who would give in the streets, I do not think the way-ticket system is of much value; on the other hand, if, as I believe the police in some places say, it tends to keep the vagrants on the main road, I would use it just simply for that single reason.

8780. It has been suggested to us that the way-ticket system, as in force in Gloucestershire, might be applied to the whole country?—I think myself I should not enforce its application in any case; I think if it is at all to be applied, I should first let it be applied in individual counties, and then gather together the experience gained about it; then the Home Office or some one would note it and report and suggest alterations. I do not believe in its immediate application in England. I do not think people would go to the police for the ticket.

8781. For the reason that they would have to be entered on a register and carry papers?—I think so.

8782. Do you see any objection to the Dorset system of giving food tickets?—Oh, no, not at all.

8783. It has been alleged that these food tickets sometimes get sold, as they have a certain value?—Well, it is purely a matter of calculation, which the local people alone can answer. The answer is—let the people have these tickets, and they will not give pence or food; if so, it seems to me that it is a comparatively harmless system—better than the giving of food and pence.

8784. You said that when the King's tent was established by the Church Army some of the occupants of the common lodging-houses resorted there?—Yes.

8785. In return for the food and shelter, they had to do a certain amount of work?—Three hours' work.

8786. Why should a man be attracted to the King's tent?—The light work for three hours was an easy bargain and he kept his money, for he had nothing to pay; he got a day's shelter and food, and for that he had to give three hours' light work.

8787. And that he considered better than paying 4d. in the common lodging-house?—You see, he would keep his 4d.; what he would pay to the common lodging-house he keeps; the economic question with him would be, whether for what he would have to pay to the common lodging-house for his night's lodging, it was worth while to do three hours' easy work. He saw it in that way; he kept his money and did the task. I think the charge is 6d. for the Parker Street lodging-house.

8788. I suppose you would wish, in the case of voluntary labour colonies, such as those under the Christian Social Service Union and the Salvation Army, that they should work under fixed regulations?—I would apply the same arguments to them as I would use in regard to shelters, that is, I would not have them started without public consideration; and when they do start, let them be under conditions of health, and not established on soil, for instance, that is unsuitable, and so on; and I do not think they ought to receive public subsidies.

8789. By that do you mean subsidies from the State?—Grants from the county and other authorities; but if they start I would include them in the annual report which I have suggested, and have them all inspected. Institutions which are to be worked on conditions that experience has shown to be harmful to the community ought not to be allowed to start.

8790. Any philanthropic body that wanted to establish a voluntary colony ought to apply to some Government Department before they did so, and ought to be called upon to comply with certain conditions before they were allowed to start it?—I should have thought they ought to go in the first instance to the county authority.

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8791. What authority would that be?—Some authority of the county, perhaps the police committee.

8792. You have said one of the great evils of our present system is the want of uniformity; do you think it would be advisable, with a view to getting more uniformity, to bring the police in?—This is, of course, an old question. The difficulty is, that on the one side you are dealing with relief, and on the other with public morals and police, and you have to satisfy the public that the individual will be relieved if destitute. I presume that is generally accepted. Then the issue is, whether that relief should be a police relief. I think it is quite possible to carry on a good system with police relief, but you have to consider whether the public would think that too hard. Then again the issue would be whether the Poor Law is the better system, which the public again may think too hard. The question is indeed one of pure administration, and I for my part would be inclined to think there might be a joint committee representing the two bodies, that is to say, the relief administration and the police administration in the county; and I should be very well satisfied if such a committee consulted the people in the county, and utilised the whole of the available resources in it on some uniform method. But undoubtedly the question must be settled, whether you will go on with the poor law relief or whether you will not, and I confess it is very hard to decide. There is no doubt you must have uniformity, and it is easier to use the casual wards which are at hand already attached to the workhouses.

8793. Do you think there is such public sympathy with the vagrants that the public would mind very much whether they were under the police or under the guardians, provided the necessary refuge or shelter was provided?—Well, I do not know; if you take London and what is said and written about the homeless cases here, I dare say it would be difficult. In the country at large I think it would be quite natural that they should go to the police, though I think it would be easier to make the change if the new administration were on conjoint lines. I think that if you could keep the double element—the representation of poor law relief with the police—the probability is you would get uniformity better under that than under any other system.

8794. You are aware that a great many guardians would like to see the vagrants wholly transferred to the police?—True.

8795. And the guardians represent public opinion, at any rate, in their district, to a large extent?—Of course, directly it got into the hands of the police it would cease to be a relief question in part.

8796. Now do you think a labour colony should be limited in size?—I do not think limitation in size is so important as the classification in houses or conditions.

8797. Would you put the different classes in separate colonies, or would you grade them in one large colony?—The question is, whether the area to be chosen is an area, normally speaking, for four, five, or six counties. It would be comparatively easy to use the judicial statistics and work out from them and the pauperism of the counties what provision should be made for each group; but my impression is that a colony for a considerable group ought to suffice in counties, and certainly I think every care should be taken as to the selection of locality. I do not think it would be a question of one colony for the whole of England, I should think we would want three or four. They need not be large ones. My hope is that they would be rather more deterrent than penal.

8798. At Merxplas there are about five thousand inmates?—That would be too large.

8799. Would a thousand be too small?—I should think that is a maximum from my point of view. I do not believe in great numbers. I believe management comes down with the numbers.

8800. You would not like them to exceed one thousand?—I should keep them comparatively small. I think it would be a very bad thing to have very large colonies rather lightly handled.

8801. Is it not a fact that men who have been in colonies abroad find great difficulty in getting employment when they leave?—Yes. The figures show that emphatically.

8802. Now you referred to a report on the unemployed, which was published in 1904 by the Charity Organisation Society?—Yes.

8803. How far does that bear on the vagrancy question?—I referred to that report mainly in regard to the Salvation Army. It would appear in the course of the year about 700 to 900 people come to their colony, and about 300 to 400, rather less than half, leave within the month. So far, therefore, as at least 43 per cent. of the applicants are concerned, the colony fails at the start. For these it is little more than a shelter or a casual ward. The report states as follows:—"Next, with regard to the 90 per cent. 'invariably good,' all of whom stayed the first month, the evidence is very insufficient. Of these men, according to their own statements, 22 per cent. have been reduced to distress because of drink, and another 20 per cent. owing to various miscellaneous causes, including misfortune, loss of tools, the weather, crime, etc. No attempt is made to follow the men up after they leave, and no records are kept. But it is not at all likely that 90 per cent. of the men thus described are to any lasting degree rehabilitated, and return to self-support in industrial life—the meaning naturally attributed to such a phrase as 'invariably good.'" Reference is made to boards of guardians who have made use of their system, and whose experience supports that conclusion.

8804. Does not that report divide these unemployed into certain classes?—The report for the purpose of administration suggests the division into three classes—(1) thrifty and careful men; (2) men of different grades of respectability, with a decent home; and (3) the idle loafing class, or those brought low by drink or vice. And that class gets near the vagrant line.

8805. It is very difficult to distinguish them from the ordinary vagrant?—Yes, my view strongly is that a great many of these and the vagrant class are ins and outs; and, for my part, if I had to do the work, I should guard the exit of the workhouses, and if a man came in twice or thrice under conditions which might be thought to indicate that he was an habitual in and out, I should be inclined to have him taken before the magistrate, and to raise the question of sentence.

8806. (Mr. Davy.) Sentence to what?—Sentence for a month probably, on the lines we have been discussing. The important thing in my mind is this, that we should do our best to utilise the existing institutions, and to hold the ingress to and egress from these institutions, and that we should not launch out into new institutions except on a definite relation between them and the existing ones; the prison question and the workhouse question are all questions to be primarily considered in regard to the common vagrancy arrangements, and if you could separate the ins and outs, you would be stopping right through the country a whole file of possible vagrants.

8807. (Sir William Chance.) How would you deal with the ins and outs; would you class them with the vagrant and the unemployed?—Well, I do not think it would be a bad thing in London if the ins and outs were taken up, and then returned, not to the ordinary workhouse, but to some place we might say outside London, which would be for them a workhouse with detention for such and such a period. That is a different thing from committing them, but that is the only alternative that I can see to a system of commitment, and the institution would be really a work house to all intents and purposes for the common service of the Metropolis. The wives would in that case have to be provided for, and the children would have to go to school. The old idea of a labour workhouse, I think we may say, has failed. That kind of workhouse has become a workhouse which provides for this class nothing but detention for limited periods between admission and the giving and expiry of the notice to leave.

8808. If that class could be dealt with very much in the same way as vagrants might be dealt with, the unemployed question would not be made so much of as it is at the present time?—I believe that if the ins and outs were dealt with, and this class too, so far as they came before the public, the lower section of the unemployed, which figure first as vagrants and then as unemployed, would be dealt with. I think that is clear, partly because, as I think I showed from the figures at St Giles's at the time of the Trafalgar Square troubles, we are dealing

practically with the same class whether as 'unemployed' in Class (3) or as vagrants, in many instances at any rate.

8809. How would you deal with the children of men committed to a colony; do you think that the State should send them to an industrial school?—Yes.

8310. And keep them?—Certainly. Of course it is a very difficult thing to do; but there would be no question about it I should imagine, unless the wife is strong and capable, which as a rule she is not; in such cases the whole family may go down together; the children would suffer very badly, and I do not see why we should not take the whole family.

8811. Is it not a fact in many cases that when the men are taken away the women and children manage to support themselves?—It may be that they could do that, but we know very little about the ins and outs from that point of view, because we have not had that system at all at work. What I was thinking of was that if the case were that of the vagrant constantly on the move, there is no doubt that the children would be underfed and little cared for. They may support themselves outside, that is to say they may not come to the Poor Law, but I should think they would be on the down grade.

8812. Of course you have noticed in the statistics, the extremely small number of women and children vagrants as compared with the male vagrants?—Oh, very few.

8813. That shows, I presume, that the female sex is not addicted to wandering?—It shows this, that the men, when they wander, prefer to go alone, because they are all widowers and bachelors when they are abroad. It means also that they may have a family, but they have deserted it; at least that is my interpretation.

8814. And the family as a rule becomes self-supporting directly that man is gone?—I think the women get low pay, and pull through; I think it is out of those that we get our worst population. I think men of this type marry according to their type.

8815. In this question of the unemployed, we hear nothing of the women at all; it is only the men?—Because the women are to a large extent keeping the men, so that they can be unemployed.

8816. (*Dr. Downes.*) I think you gave a rough estimate of two per 1,000 as the proportion of vagrancy in England at the present time?—Yes, I think the figures are not given up to date, but it is a calculation I made.

8817. Your charts show considerable fluctuations from time to time?—The figures I gave were the Scottish figures for the night count there; the English figures are the day count figures, of which we have a longer series. They are in excess of the English night count figures.

8818. Those are vagrants relieved in casual wards, I take it?—Yes, in casual wards.

8819. At any rate, taking this as an index of vagrancy, it shows from time to time very large fluctuations?—Certainly.

8820. What becomes of the vagrants on the fall from the highest total?—I think they come on to the unskilled labour market, the worst section of which is thrown into vagrancy, and then supported as work becomes plentiful; they are the first to be discharged, and then they only get work when practically everyone above them is employed.

8821. Then I take it a portion of this vagrancy is re-absorbed into the labour market?—Yes; it is an economic question.

8822. Periodically, owing to the condition of trade, so much is thrown out, and then it takes to the road?—Yes.

8823. The point would be to diminish the attraction of the road at such times?—I think the process is largely self-healing. You are dealing with a very low class of labour to begin with, but that kind of labour is on one point the same as that in any other class, and when the better time comes it emerges and goes on with its work.

8824. Have you any opinion as to the proportion of what I may call settled vagrancy in the country?—No, I do not think I have. The truth is with this vagrancy that it is of a very low type, even though it takes to some kind of unskilled work in the plentiful period; so that it is very hard to disentangle the vagrancy that

will settle, and the vagrancy that will not settle, so it seems to me.

8825. In that 2 per cent, did you include the gipsy class?—I should include everything that they noted in Scotland; that was the line I took; simply making a proportion sum; that included everybody in prison or outhouse, or any place that the police included in their report on that night.

8826. (*Mr. Davy.*) They make it 9,000, I think?—Yes, in the June count.

8827. (*Dr. Downes.*) Does that include men in the lodging-houses?—Yes, it includes those; in Gloucestershire when they have a census they sort out the vagrant from the common lodging-house resident.

8828. As regards labour colonies, you spoke of a system of selection as being important?—Yes.

8829. Would your selection be of the corrigible or of the incorrigible?—My selection would be of the corrigible, that is to say, those to whom the system would be of most use.

8830. Do I gather from your evidence that, with reference to this particular class, the sooner you can get them to the colony the better?—Yes, once they have become offenders, the sooner the better; once they have got into the swing of the road, the sooner you take them out the better.

8831. With regard to that class, what good would commitment to an ordinary prison for any time, even a month, do?—Unless it deters, it can do no good.

8832. And has it been found to deter?—I do not think so.

8833. And might it not do harm?—I think it might; it might act both ways, it might put the man into the mood in which he would try to do well; it is just possible it might do that.

8834. There are possibilities both ways?—There is just a possibility. Personally, I should be inclined to consider the matter week by week almost, if one was dealing with an individual—as to whether he should stay longer in a prison, or go earlier to the colony, which would be in itself of course a prison colony where there would be rigorous control and all that.

8835. Might it not be better in such cases to commit such a person to one of the voluntary colonies where he would be under regulation, and those in charge would be actuated by religious influence?—I should utilise those colonies in the other system to which I have referred; I do not see why men who have proved themselves successful in doing prison work as they do abroad, should not come in and do mission work as the ordinary employes of the Government. I think one of the difficulties we have to face in this colony movement is that, on the one side you have painted in very bright colours the, often the assumed, results of voluntary effort moved by religious thought; and on the other side you have painted the official system which is pre-supposed to have no bowels of compassion, and to lose that kind of discretion which such compassion suggests. I cannot see myself why the man should not go to a recognised colony worked under official supervision where he would be in every way as well treated as in an unrecognised and unsupervised voluntary colony.

8836. Well, if the man is to be reformed, I suppose the sooner he gets to the reformatory the better, and my point was, what good would detention in an ordinary prison do in such a case?—If you want to use the voluntary colony, it might be quite well to use it as a kind of partial test at a particular period of your treatment. I think that the colony should come under very close supervision.

8837. And definite regulations?—Definite regulations and inspection.

8838. (*Mr. Simpson.*) As you said just now the man who is out of work ought not to be allowed to get into the swing of the road; if there is a period in which he is necessarily out of work, and he is on the road during that time, at the end he will be much less likely to be employable than he was at the beginning?—Yes.

8839. If he does not go on the road, the only other alternative perhaps is to go into the workhouse; would

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you think that after a similar period in the workhouse the man would be as employable as when he went in ?—As we stand in regard to our workhouses, it is obviously a choice of evils, and it is quite on the cards that the best thing is for the man to go on the road and make his effort and do the best he can ; that is the bravest thing to do. On the other hand, it seems to me possible that the workhouse adapted to another need, might be in touch with whatever kind of farm or colony you may think desirable, and that the man in receipt of indoor relief should be sent there.

8840. It is proposed to have a census of vagrants on Friday next ; do you consider that hop-pickers and fruit-pickers should be classed as vagrants, because they sleep in casual wards, although they are going to do definite work ?—I should consider them vagrants, probably, if they were in casual wards on the night of the census.

8841. Or in houses ?—Quite so. I think there should be a systematic night census on very careful lines, and that the system would be improved as we went along through scrutiny each year as to whether it was sufficient or not ; I think it an excellent thing.

8842. You mean that there should be an annual census of this class ?—Yes.

8843. What the Scotch call a "challenge" ?—Yes, one much as they do ; I think their form might be improved, though it is a good one as far as it goes ; there should be a winter and a summer census.

8844. It was suggested to us in Scotland that you get no fair idea of the number of tramps if you take the mean between the summer and the winter count, because the summer tramp is quite a different person to the winter tramp ?—I am aware of that argument, at the same time I would have the two censuses, and I personally should have thought that from the point of view of the mean it would have held numerically.

8845. Do you not think that a census will be important more from a police point of view than from a Poor Law point of view ?—I think it would ; it is made in Scotland from the police point of view.

8846. In such a census I suppose everyone sleeping in the casual ward should be put down as a vagrant practically ?—Yes, but whether with more experience one would find any possibility of making a separate division in that class, I do not know ; but I should begin in that way.

8847. And then in the common lodging-houses a considerable proportion of the men most certainly are not vagrants ; a good number of them are in work ?—I should get that through the deputy.

8848. The deputy would have to estimate, as to the men who had come in that night, whether they were vagrants or not ?—It would be in the nature of an estimate.

8849. Then everyone in shelters you would probably put down as vagrants that night ; but then there are the people who are not in any casual ward, common lodging-house, or night shelter, but who are about the streets ?—Well, you would have to organise arrangements for making the count in the particular streets, and then do your best to spot those who are lying on the stairs.

8850. In view of the difficulty of making the census do you consider the result would be of sufficient accuracy to be of much value ?—I think the result as to several of the main sources, the institutions, the common lodging-houses, the shelters, the casual wards would be right ; that of itself is a very great advance. Then comes the fringe of the outsiders, the people who are lying in the open air. Well, that is a separate entry, and it would be found to differ very much according to the season, whether wet or cold ; but still I do think that that might be fairly dealt with by taking the area in which these people are most likely to be found. That is the way I would do it in London myself ; I should divide the place into special areas.

8851. (*Sir William Chance.*) You think the result is worth the special expense which might be incurred ?—Oh, I think so. I think the question of vagrancy is a question of alarm to a large extent, and I believe that the actual figures always will be more trustworthy and assuring than the figures which we aspire to in moments of alarm.

TWENTY-FOURTH DAY.

Wednesday, July 5th, 1905.

PRESENT,

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. H. G. WILLINK, called ; and Examined.

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8852. (*Chairman.*) I believe you are a barrister and a justice of the peace for the county of Berkshire, and also a member of the county council ?—That is so.

8853. You have been chairman of the Bradfield board of guardians since 1892 ?—Yes, I am still.

8854. Previously you were a member of the Paddington board of guardians ?—Yes.

8855. And you were a member of the special committee of the Charity Organisation Society on distress from want of employment ?—I was, in London.

8856. You have some knowledge of the foreign labour colonies ?—I have visited the Dutch colonies and I have visited the Belgian colonies twice, some time ago.

8857. You visited Frederiksoord I think ?—Yes.

8858. And Ommerschans ?—Yes.

8859. In what capacity did you visit these places ?—I went there with a view to reporting to the Charity Organisation Society, and I made a report to them in the

form which was published in their review afterwards, and I afterwards expanded that. I read up the subject a good deal more, and corresponded with the director, and friends and relations I have in Holland, and made a more corrected and revised statement which I have published in a separate pamphlet.

8860. May we first take the Dutch labour colonies ; could you give us a short statement as to what your view was with regard to them, and whether they were satisfactory ?—Well, I should like to say in the first place that my visit was in 1888, so that it is not very recent. They had, however, been going on then for a long time, in fact since 1816. During that time they had been visited and reported upon by other people very much better qualified to express opinions—from Sir John McNeill downwards.

8861. Were those colonies for persons of the vagrant class ?—From 1850 there had been two classes of colony. They were each started originally as a charitable institution, the free colonies and the beggar colony ; and both were independent more or less of the State. The

free colonies really have nothing to do with vagrants at all, they are only intended to afford the opportunity to people who had come down in the world to make, I will not say a new start, but to fit themselves to make a new start, and as time went on they really got into a position of keeping people there who went there; they did not go out again. A certain amount of land was bought by public subscription, and these people, sometimes families, sometimes single men, were settled upon the land subject to well-considered regulations, with a certain amount of assistance from the society. It was a private society, and the people practically stayed there. About the time of my visit, I found they took about seven fresh families per annum.

8862. What number were there at Frederiksoord?—I should think about 1,800.

8863. Would they have had to be supported by public funds had they not been there?—I should think very likely.

8864. As far as you know they were without any means of subsistence?—Yes. The arrangements were worked by the different communes. Money used to be collected by private subscription in different areas, and when a certain amount was got together that would be sufficient to support one man or, if a larger amount, one family, the subscribers in that commune were able to nominate one man or one family to go there. As a matter of fact, the persons sent were not of the class of tramps or beggars.

8865. You would not call them tramps, but they were destitute people?—They were people more or less destitute; people in distress who had failed. They went in with their wives, and children soon grew up and, no doubt, were planted out, and got out into the world. As I said, something like seven families were received in a year; it was infinitesimal for coping with anything of the same sort of thing in England.

8866. So far as you could judge, the work was done satisfactorily?—Oh, very well, indeed. That was what was called the free colony.

8867. Do you recollect how many there were altogether in the free colonies?—In 1827 the population was 2,179; and in 1873 there were about 2,007 colonists; in 1887, just before my visit, there were 1,796.

8868. The numbers had decreased?—The numbers had decreased.

8869. How many of the free colonies are there?—They were founded at different times, and were always called the free colonies, but they are practically one colony—Frederiksoord, Willemsoord and Wilhelminasoord.

8870. It really was one establishment?—One establishment.

8871. The other class of colony you spoke of was the beggar colony?—Yes; that was more for the vagrant class.

8872. Was there any difference in the treatment in that colony?—Yes, the inmates were more restricted; I mean, they were not allowed to go about so freely; they did not have their own separate houses to live in, but lived more in barrack life, and they were a different class of men, much more the kind of tramp which you are thinking of. The idea was that the man would be able to earn enough in the institution to support himself, and to learn something which would be useful to him when he went out. The idea was at first that it should be principally agriculture, but by degrees they found that it was more and more necessary to introduce other things besides agriculture; and it was found also that the ends did not meet, and they got more and more in debt to the State which advanced them money, and then they manufactured articles for the State, uniforms for the Army, and sacking, and all sorts of things, and finally they got into a very unsound financial condition, and the State took them over stock, lock, and barrel.

8873. Did the State have entire control of it?—Entire control of it.

8874. Is it now worked as a State institution?—It is now worked as a State institution. It used to be at two places; in my time there was this Ommerschans which we did visit, and there was also a place called Veenhuizen

which we did not visit, and since then, I believe, the beggar colony has become almost entirely concentrated at Veenhuizen, which I have never seen. I am not sure that Ommerschans is still in existence; it was an old fort.

8875. Is it only males who are received?—It was only males then; I do not know what it is now.

8876. Of course, separate buildings would have been necessary if females had been admitted?—Yes; women and children were admitted, I believe, at Veenhuizen.

8877. So far as you know, was the colony self-supporting?—It was not self-supporting; I think the State still had to help it.

8878. It was in the beginning that it was supported by voluntary subscription?—That was the idea.

8879. Is there still voluntary subscription?—No, the State has taken it all over.

8880. Are there any voluntary institutions in Holland?—I am not aware of any which deal with tramps.

8881. As far as you know, all the tramp institutions are paid for by public money?—Yes.

8882. How long are the men detained in the tramp colony?—At the time I was there, from six months to three years.

8883. Are they committed to the colony?—Yes, by the magistrates.

8884. Not by a voluntary act on their part?—Under a Penal Law of March, 1881, Art. 432, public begging is punished by imprisonment of twelve days at the utmost; and Art. 434 provides that if at the time of the committing of one of the offences named in the two preceding Articles, one of them being public begging, a year has not elapsed since the delinquent was sentenced for one of these offences, the punishment can be increased by one-third, and the delinquent, if capable of work, can be committed to be placed in a Government working house for at the most three years. The working house I believe to be the same as the beggar colony, so they get their three years then. Public drunkenness was punishable on a third offence with a maximum term of one year at a beggar colony.

8885. Were the wives and children of the men who were sent to those colonies taken charge of by somebody?—I do not know what was done, but probably they would go to some poor law institution.

8886. Can you at all say how the men in the beggar colony were made to work?—Well, they used to be locked up if they misbehaved. The offences for which they were punished were chiefly such as breaking the rules, bad language, insubordination, which I imagine would include not working, bringing in strong drink, stealing or damaging clothes, or other Government property, and attempting to escape. There was no corporal punishment, and the man under punishment used to be fed the same as the others, except that he got water instead of coffee, and he got his dinner later than the others.

8887. As part of the persuasion to work did they give him less food?—They give him so very little to start with that there is not much margin there.

8888. Do you know whether there were better meals for those who worked well?—I think a man under punishment is fed in the same way as the others, except that he has water instead of coffee, and gets his dinner later. I see that at Veenhuizen, which is not the place I visited, bread and water is given instead of the usual food, so that something of that sort apparently was done. I have got a list of the different punishments used. One of the punishments I see is "deprivation of work." I do not know how that would answer, here.

8889. (Captain Eardley-Wilmot.) Is that used now?—Yes.

8890. (Chairman.) The power to make idle men work is rather the crux of the situation when you come to the question of labour colonies?—Yes. I remember the doctor at the Dutch beggar colony told me the men have no dread of the place, they rather like it; it is too comfortable; their dinner is always ready. There is some reason for what he says; the work exacted is not hard, and they get some little payment; there are considerable indulgences; smoking is allowed out of work hours, draught boards were hanging in their big living

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rooms, there is little or no restriction upon social intercourse, the food is sufficient and satisfactory to a Continental taste, and the clothing is warm and comfortable. There seemed no reason why they should dread the place, and in fact they come back again and again.

8891. Then as far as you know of the system in Holland those who work well have no better food than the others?—Yes. I should like to guard myself against expressing an opinion of what is done now, but I have not heard of the system being changed.

8892. Now as to the Belgian colonies: some of my colleagues have been good enough to visit Merxplas, but we should like to hear from you what your experience of the place was. I think you visited it twice?—I visited it in 1890, when I went over to a congress in Antwerp with Mr. G. E. Lloyd Baker, and I visited it last autumn with Sir William Chance. I was particularly interested to see how it had altered, and what the lines of development had been.

8893. At Merxplas, what system is adopted to induce men to work?—Well, there they get a little pay which they can spend at the canteen on some little indulgences.

8894. Tobacco and such things?—Tobacco and bacon and cheese.

8895. Are those allowances given in proportion to their work, or is it the same all round?—There is a sort of sliding scale; half of their earnings is credited to them as a *masse de sortie*, so that they have something to go out with.

8896. Like the mark money of a prisoner?—Yes.

8897. Do you think that inducement succeeds with those men?—Well, I was very much struck with the way in which the men did work there. There did not seem to be unwillingness to work, taking it as a whole, and in many parts of the establishment the work was positively cheerful and full of energy.

8898. Were they taught trades there as well as agricultural work?—No, I did not gather that they were taught trades. I asked the director there what they do as regards trades. They ask a man when he first comes in what his trade is, and if he has a definite trade that is the trade they put him to; if he has not a definite trade he has a choice, and they put him to the sort of thing he wishes to do, if he seems at all capable of doing it, otherwise they put him on the land. We were very much struck with this; when once a man had made a choice of a trade he could not change it. Of course, there was not much business of learning there.

8899. So far as you know, there was not any definite number of trades to be taught there, as in English industrial schools, for instance?—No, I do not think they tried to teach them at all, except so far as a man learns by practice and under a foreman. The work so far as I could judge really seemed to be very well done on the whole; the buildings were good, the bricks were good, the tiles were good, the woodwork was good.

8900. Did they make their own bricks there?—Yes; they make everything they want.

8901. At all events a man would learn good brick-laying work?—Yes.

8902. If he had a slight knowledge of it, it would improve there?—Yes; they do iron work, tile making, sacking, etc.

8903. Then in all these different occupations you have mentioned, a man at any rate could improve himself?—Yes, *prima facie* it would seem that he would be quite able to get back into society when he was discharged; but probably he never did, the evidence all shows that he never did; and the same is true of the best workmen who naturally were good workmen when they went in; the same cause which brought them in brought them back again when they went out. We were told it was always drink that was the bane of that class of man.

8904. At Merxplas you were satisfied with the amount of work done?—Yes, I was surprised to see how much they did.

8905. Was it better than the work done at the Dutch colonies?—I should say so, certainly, from my recollection.

8906. Have you any knowledge of the English labour

colonies?—I have none at first hand; I have only read of them.

8907. Judging from what you saw abroad, do you think that the establishment of labour colonies is desirable in England?—I think it is a very different class of man and a very different public you have to deal with in this country.

8908. Do you mean the men would be more difficult to handle in the way of getting them to work?—Well, I should think so. At Merxplas they had 5,000 more or less able-bodied men in one establishment, and they seemed to have no trouble about discipline whatever. Of course there is a great deal I suppose in the feeding; people are kept low, but I should think that 5,000 English tramps might give a good deal of trouble.

8909. Did the men at Merxplas look as if they were healthy; if they worked well, one would imagine they would be well fed?—They certainly worked well, but they all looked rather subdued. I am speaking of the result of their work and the willingness with which they did it. They were not working with strength many of them.

8910. I suppose there was a resident doctor there?—Yes, there was a resident doctor; and they have an infirmary.

8911. Did you hear what was the proportion of sick men to the whole number?—There were sixty-five in the hospital in September, 1903.

8912. Knowing what you do of the English vagrant class, what is your view with regard to labour colonies for them: do you think on the whole it is worth trying the experiment?—I do not think you will turn a man out much better than he went in, if you mean that.

8913. From the point of view of cost, might it not be cheaper to keep the man in a labour colony. At present he costs the country a good deal from living in casual wards and from being frequently sent to prison; in the labour colony you would get a certain amount of work out of him?—Yes; there is a large set-off in that, and you are preventing him from multiplying, which is I think a very great point.

8914. Well, looking at these various considerations, would you be in favour of the experiment of trying labour colonies?—I have always felt the chief argument against it is that it would be almost impossible to drop it. You may call it an experiment, but an experiment one looks upon as something one could discontinue; you could not discontinue this. It is a thing I would like very well to see tried by private initiative before the State had anything to do with it.

8915. Rather in the way in which reformatory schools were started?—Yes.

8916. Now what is your view with regard to short sentences; do you think that a sentence of a few days is any use whatever?—No, I do not think it is any use whatever.

8917. You are cumbering the gaols and doing no good; is that your opinion?—Yes, entirely. I would like to say also, if I may, that the Belgian experience seems to point in the same direction, because they have had to lengthen the terms of detention which they gave to these men. When I went there first, I think it was in 1890, the term was comparatively short; they have now lengthened it. Before 1891, it was from one to seven days imprisonment for vagrancy or mendicancy, and from fifteen days to six months' stay, subject to Government disposal; that meant practically they could do what they liked about these men.

8918. What is the term now?—After 1891 it was altered to this; vagrants or mendicants may be sentenced to not less than two years or more than seven years. The cause of that was that they found the people were only coming back over and over again, and it was no use.

8919. It is rather a jump from seven days to two years?—It is; that is very striking.

8920. It is pretty obvious that they were convinced of the uselessness of very short sentences?—And the Belgian experiment of course dates from a long time ago. It was in existence in 1832; so it took them a long time to come to this, but still there they are now.

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8921. In the case of the English vagrant, you think that the present seven day sentence is useless as well as costly ?—I do not think it is of any use at all.

8922. That it is not reformatory or deterrent ?—No.

8923. The present clean, well-warmed cell does not offer any terror to the mind of the vagrant ?—No ; compared with the casual ward I believe sometimes it is considered to be attractive, really.

8924. What would you as a magistrate suggest as a minimum sentence for a vagrant ?—Do you mean for a first conviction ?

8925. Well, I will not say for the first conviction, because you might bind the man over and register him for a first conviction, like under the First Offenders' Act ; but I meant if you did sentence him to be imprisoned for any length of time, what would you say should be the minimum sentence ; a month ?—I think that is too high ; I do not think you would do any good with a month.

8926. Well you would not have it shorter than a month ?—No, I do not think it would be any use ; assuming you caught your thoroughly habitual vagrant, I do not think it is any use shutting him up for a month.

8927. Take a man who has been convicted a third time within a limited period ; he has been let off, say, twice on the ground of being a first offender, and he comes up the third time for punishment ?—Well, if I had got to sentence him, I suppose I should give him a month, but he would not come out any better than he went in. I would be almost inclined to let the convictions pile up against him until you could treat him as an habitual vagrant, if you could identify him.

8928. At any rate, you are thoroughly convinced of the uselessness of the short sentence ?—Yes, I do not see that it does any good at all.

8929. Of course you know one has to deal with public opinion in England ; would you not be of opinion that any suggestion for a lengthy term of imprisonment might meet with considerable opposition ?—I am afraid it might ; I think that is one of the things we have to reckon with.

8930. In making suggestions on this point one has to consider public opinion to some extent ?—That is one of the things I have in my mind. But I would make sure that the man was a confirmed vagrant, and would then deal with him seriously on small offences.

8931. Now as regards the question of the way-ticket ; do you think that some system of that kind might be successful in the way of identifying the vagrant ?—Very likely.

8932. Do you think it would be desirable ?—Very desirable to identify the habitual vagrant.

8933. With some system of way-ticket you would be the more likely to identify him than you are at present ?—It would give you one more chance. You are setting yourself a tremendous task identifying those fellows ; but it has always seemed to me that, if you could get the way-ticket system established throughout the country, it would very likely break down more than it does when you get it in smaller areas, for this reason, that a tramp would only have to know his way about sufficiently well to be able to ring the changes and get passed on with his meal and one night's detention and no work, and have a continuous walking tour all over the place, with very little chance of being pulled up for not being a genuine wanderer in search of work.

8934. Supposing a man with a way-ticket fails to reach the place marked on it, he would have to shew why he did not get there, either that physical incapacity prevented him, or that he had heard that there was work elsewhere ?—I doubt if that would work satisfactorily.

8935. But under the Gloucestershire system there would be some means of finding out if the man was really in search of work ?—Of course if you can trace the man on a week's tour, there is a record against him no doubt.

8936. If there was a general way-ticket system throughout England worked through the medium of the police with the object of the identification of habitual vagrants, do you not think it would result in good ?—The difficulty would be to see whether the man had made any effort to find work ; he would say he had made an effort,

and he would say " Now I shall go on to X. ; I hope I shall find work there."

8937. That he would do now ; you would not lose anything by the system ?—No, but he would gain by the new system ; he would have his dinner, and would not have to work for it, and he would also get his free lodging. I do not want to take up a strong position against the way-ticket ; it might be more easily effected on a large scale, because the possibilities of identification would increase as you widen the area.

8938. (Mr. Davy.) Labour colonies are not new things ?—No, there have been plenty of them.

8939. You are acquainted with the history of Sir Benjamin Thompson ?—I have heard of him.

8940. He writes that he arrested with his own hand the first beggar dealt with in Bavaria in 1790 ?—Yes.

8941. Then he started a colony, which was an enormous success, and the whole country was cleared of beggars ?—At first.

8942. And then there is an end of the story ?—Yes.

8943. Do you know what became of his system ?—Well, it broke down, I think, during the great war.

8944. I believe it was swept away in the Napoleonic wars ; any way, nothing more came of it ?—I suppose any system would have broken down in the Napoleonic wars.

8945. Still, there was no reformation as regards begging ?—No.

8946. Then General van den Bosch started the Dutch colonies ?—Yes, he began in 1816, just after the big wars.

8947. Probably he inherited the idea from Sir Benjamin Thompson ?—I do not know whether it was a new idea. He had had experience in the Dutch over-sea colonies, and he thought he could introduce a similar thing.

8948. Is there not some evidence that the scheme of colonies attracted notice in England about 1820 to 1830 ?—Yes.

8949. You have seen a book dated 1828, which gives a full account of the colonies in Holland and is very enthusiastically in favour of them ?—Yes, indeed ; it showed that everything was going to be reformed. I have another book here with which no doubt many of you are familiar ; it is a statement of the condition of the poor and the labouring classes in a considerable portion of America and Europe by Nassau Senior, and is the preface which he wrote to the foreign communications contained in the appendix to the Poor Law Report. It is dated 1835. In it he touches upon reports in respect of America and Europe, including the poor colonies of Holland and Belgium, which had been visited by Count D'Arrivabene and M. de Pethou and Captain Brandreth and other people, and apparently himself, and also some similar institutions in France.

8950. It goes to show that the whole thing has been in the air for some time, and that it was undertaken with great hopes at first which have not been fulfilled ?—Yes.

8951. And about the thirties it attracted a great deal of attention ?—It attracted a great deal of attention.

8952. Then we come to Sir John McNeill's report which is quite a standard work ?—Yes, I read it over and over again when I studied the subject ; it is a most extraordinarily good report.

8953. It is adverse to the colonies ?—Yes.

8954. On account of the work being forced work it was difficult to make them pay, and the reformation was extremely unlikely, looking to the character of the persons who were shut up in these colonies ?—My grandfather, Sir George Nicholls, visited the Belgian colonies, and I do not think he had a very favourable impression of them either.

8955. So that this colony idea is more or less an old one, and so far has not proved a panacea ?—No, certainly not.

8956. In the Board of Trade Report of 1893 on labour colonies this sentence occurs : " The Belgian institution seems to me to be simply punitive. The men remain there for a term of years under strict discipline, and in a position in which they are as nearly as possible

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prevented from doing any harm to themselves or society; but when they emerge their record precludes their being employed in ordinary industry, and they again fall into the hands of the police to be sent back to the colony to harder work and a longer term of imprisonment than before." Do you agree with that?—Yes, I think I do. I am not so sure about their record preventing them keeping employment; that may be so or not. I have some reason to believe it is; on the other hand we were told by the director at Merxplas that he had taken a great deal of pains to get men into employment; he got places for them that they could have had and could have kept if they liked, but the men themselves failed; it was always drink. It is possible to get places, but the men do not keep them; they are not reformed.

8957. Then I want to quote from your own report on the Dutch colonies. You say: "Inefficient work, safe board and lodging, free intercourse night and day with hundreds of others of the same almost hopeless class, nothing to gain by improvement, nothing to lose by stagnation. What is there to raise a man? . . . The best that can be said for such an institution is that it keeps decently out of sight, and in a condition of animal well-being, a class of men who, if not in its keeping, or under some other kind of restraint, would, as in England, be a public disgrace and shame, and would also be raising up children to succeed them" ?—Yes, I remember writing that.

8958. Does that give, in your judgment, a fair view?—I remember feeling that, and I still feel it.

8959. But you would not undervalue the benefit of an institution which does keep those men off the roads?—No, on the contrary, I should value it very highly, and, if for no other reason, for the sake of the many poor people who are almost forced to give by the sturdy beggar in the out-of-the-way cottages and places in the country. The tramp goes round to these places when the man is away at work and he makes the woman give.

8960. Whether the system be reformatory or not, the man is at all events kept off the road?—I think that is a very good point.

8961. And do you not think that the fact that habituels would be under detention for a long time would act as a deterrent on some of the persons who are starting the life of a tramp?—Yes, I think it might.

8962. With regard to the procedure before segregation, do you not think that it should always be by judicial sentence?—Yes, I do not see what other way.

8963. You do not think the tramp should be sent to a colony by any local authority, as for instance a board of guardians?—Oh, certainly not.

8964. The tramp would have to be charged before a magistrate?—That would be much better; I should not like to leave it to boards of guardians.

8965. On some offence; do you think we can safely make habitual vagrancy a specific offence?—Do you mean safely in the sense that public opinion would not be likely to undo very soon what you have done, or that there would be a difficulty in getting the magistrates to act on it?

8966. Well, both. We will put it this way; you would have to adopt very careful means of identification of the tramps, and keep their record?—Yes.

8967. Probably by finger-printing?—That seems to be full of difficulties, but still I have no doubt that it could be done.

8968. There ought to be ample proof that a man was an habitual before you segregated him?—The difficulty which has occurred to me about that is that it must take some time when you are dealing with large numbers of men like this to trace out and identify the particular thumb print, and there is the question, what are you to do with the particular man in the meantime; but I suppose that is only a matter of machinery. Then you were asking me whether I thought it was safe. I do not feel quite competent to say; it is a very difficult thing. It would be quite a new idea to English public opinion to lock a man up and take away a man's liberty for long periods merely for vagrancy; on the one hand one does not know whether that law should be altered; and then there is the difficulty of getting magistrates to act upon it unless it were made compulsory.

8969. Suppose you had a system like this. A man is charged with some specific vagrancy offence; if the magistrate likes to send him up for a month he can, but if he does not send him up for a month he would convict him and discharge him on licence?—Yes.

8970. The conviction would be recorded; after a certain number of convictions of that kind, say five, six, or seven, you might safely assume the man was an habitual?—Yes.

8971. No help to himself and a danger to others?—Yes.

8972. Now, under safeguards, might he not be segregated for a certain number of years?—Yes, I think he might, but whether you will always be backed up by public opinion in doing it, I do not know.

8973. Do you think yourself it would be worth doing?—Yes, I think it would.

8974. It would be very expensive?—Yes.

8975. Well, do you think the evil of habitual vagrancy is sufficiently great to justify the State in spending money and taking trouble in order to do this?—It would have to be done in something in the nature of a prison; I do not know what you would call it, but it would be in the nature of imprisonment.

8976. Call it a colony if you like?—Yes, if you get the real "habitual" man, I think it would be worth while, but you will not reform him; I do not feel any confidence in reforming him; I only think of the advantage of putting him away and preventing him begging.

8977. The result at Merxplas and Veenhuizen is exactly in accordance with Sir John McNeill's forecast?—Yes.

8978. He came to the conclusion that reformation was out of the question?—Yes.

8979. (Mr. Simpson.) Was your impression of Merxplas when you went there in 1904 any different from what it was in 1890?—I think I was more struck with it in 1904 than I was in 1890. I thought it was extended. It seemed to me to be better managed and to be carried on in a more efficient way.

8980. When we visited Merxplas the impression I derived was that the majority of the work done in the workshops was either for the establishment, or else for Government; and that only a comparatively small proportion was done for the outside market?—Yes, I think that is so; but there was a substantial amount done for outside.

8981. We saw some mats being made there with the word "welcome" on them: did you notice any of those?—Yes.

8982. That was obviously for the outside market?—Also some jewellery I remember noticing, and numbers of travelling trunks.

8983. (Sir William Chance.) For the Argentina?—Yes. And then there was this, if I may state it; outside manufacturers are allowed to make articles in the colony by the help of colonist workmen. I wrote to M. Dupuy afterwards to make it quite clear, and I have here his answer, which makes it clear. The gist of it is this, that there are certain merchants and manufacturers who, in consideration of a fixed sum per head and per day, can hire the labour of the colonists, and a place for them to execute fixed work. Some definite jobs they may do in the colonies with colonists' labour, and it is the business of those outside merchants to furnish and to pay for the material, and the overseers who are necessary; they supply the material and the foremen, and the products which are made are their entire property, which they sell just as they like.

8984. (Mr. Davy.) Where does the colony come in then?—The merchants pay the colony a fixed sum and get the colonists' labour. The fact that colonists are hired out in Belgium is an illustration of the differences between the two countries; we could not let out colonists in England.

8985. (Mr. Simpson.) If instead of allowing inmates of such an institution to work for people outside, you let a contractor send in foremen to get them to do the work, do you think there would be any objection to that in England?—I should think that the outside market would not like it very much, because if you make A do

the work in the colony, B, who otherwise would do it outside, would not get it, and the colonist is being supported by State money all the time more or less.

8986. Were you struck with the great variety of work that was required to be done for the colony, brass work fittings for the chapel, and all sorts of utensils?—Very much.

8987. Probably that was due to a certain extent to the fact that the place had been gradually developed?—Yes.

8988. And there would be a great deal of difficulty in finding work when the place had reached its maximum size; fewer things would be needed?—Probably.

8989. There was very clear evidence of there being exceedingly good workmen there?—Yes.

8990. There was one man, I remember, a marble cutter, who was very good?—Yes, I remember him too.

8991. Well, if men of that class do not get work when they go outside, it looks as though it were due to their own moral defects rather than to what might be called the "Merxplas taint," does it not?—Quite so. I thought I had tried to say the same thing just now.

8992. Yes; I just wanted to make that clear. Really, the fault seems to be rather that it is not successful in reforming, than that it makes them any worse?—I see what you mean, yes; I do not know how far the constant association of all the inmates jumbled up together is not likely to bring them all down; there seems to be very little restraint upon their mixing; they sat about and talked, and mixed very much as they liked.

8993. There is a *comité de patronage*, a visiting committee there, I think?—I believe so.

8994. Did you hear much of it?—Next to nothing.

8995. Nor did we. Merxplas is a long way from any town; it is difficult to get at?—Very difficult to get at.

8996. If it were desired to bring in outside religious influence to bear on it, it would be very difficult to manage it, on account of the distance?—I cannot imagine voluntary workers going by that tram backwards and forwards very often.

8997. Do you not think that if there was a similar institution in England, we should be able to have a good deal of outside influence like that of the Discharged Prisoners' Aid Society, for instance?—I should think it would be quite easy, if it were properly organised; it might do a great deal of good, and it might do a certain amount of harm. The officials have it now very much their own way at Merxplas.

8998. Entirely—it seemed to us?—Yes, and the interference might do good, and it might do harm; I do not know whether any prison would welcome people coming in very much.

8999. The prisons have the Church Army coming in a good deal at present; and if that could be done in prison without harm, it could clearly equally well be done at a tramp colony, do you not think?—I always think that the only way of really reforming any of those men is by some personal influence, if you could get it.

9000. Therefore there might be some hope, without being too sanguine, of possibly a little more reformation in an English institution of the same kind than there is at present at Merxplas?—Possibly.

9001. You noticed moral maxims put up on the walls everywhere at Merxplas?—Yes.

9002. And that appeared to be the beginning and end of anything that was really done to bring moral influence to bear on the inmates?—That was my opinion.

9003. It is a very different thing from, say, an English prison, where the chaplain at all events visits the men, and tries to do his best with them?—Yes.

9004. Are you acquainted with the working of the industrial and reformatory school system?—No, I am not.

9005. Speaking roughly, they are institutions which are run by private agency; they are started by voluntary endeavour, and supported by the State to a certain extent; that is a system which clearly gives scope for the charitable and religious influences being brought to bear more than a purely State institution?—Yes, I suppose so.

9006. Do you think that a system of that sort where the institution was run by a private society and assisted out of public moneys would be more hopeful in England than the Merxplas plan?—With compulsory detention under judicial sentences.

9007. Yes, with compulsory detention; that is the system of the reformatory and industrial schools, and the inebriate reformatories?—It might be; I should not like to express a strong opinion about it.

9008. You are not familiar with the working of the system in England?—No.

9009. (*Sir William Chance.*) As I understand, in your opinion, a general system of way-tickets could not be effectively carried out on the Gloucestershire lines?—I should have thought the tramp would have learned the geography, and been able to apply it to his own ends.

9010. Assuming that it might be possible to make the police the authority for dealing with vagrants, do you think that would give greater facilities for carrying out a way-ticket system?—Certainly, I think it can be better worked through the police than through the poor law authorities.

9011. Identification, for instance, would be much facilitated?—Certainly.

9012. Supposing for instance a man going from A to B applied to get work, he would apply to the police at A; the police then would communicate with B. If this person was going to B, they would know pretty well what time he would arrive there, supposing he kept to the route which had been marked out on his ticket. If he did not arrive at B, the fact of the vagrant being under the police would make his identification, if he went out of his way, much more easy?—Much more easy.

9013. Now, what is the feeling of guardians as regards vagrants; would they be glad to get rid of them and put them under some other control?—I should judge they would be very glad to get rid of them.

9014. That would be the general feeling on the part of guardians?—I should think so.

9015. As to Merxplas, was it your opinion that the labour colony was on much too large a scale?—I should certainly think in England we should have to work the colonies on a smaller scale.

9016. I suppose you would consider that it would be quite impossible with a large number of inmates to bring anything like religious influence to bear on them; there is that difficulty at Merxplas on account of its size?—Yes.

9017. Then, Mr. Davy made a remark that labour colonies had not proved a panacea for the evils of vagrancy; history, I think has shown that?—Yes.

9018. In Belgium, I think, it is considered that labour colonies have reduced considerably the number of beggars in that country?—Yes, they did tell us that.

9019. But more in towns than in country districts?—Yes. The number of beggars in towns has been much reduced; not so much though in the country. The proportion of countrymen to townsmen in the colony is therefore small, if compared on the footing of the total Belgian population. Pretty nearly half the colonies are agricultural, that is of course because of the size.

9020. In the country districts there are not so many police and there is more opportunity for the beggar getting away; there would probably be the same result in England if labour colonies were established?—Yes.

9021. Perhaps also the magistrates are not so inclined to convict in the country districts as in the towns?—Yes.

9022. Have the labour colonies in Holland tended to reduce the number of beggars?—Yes, I am told the number has been very much reduced.

9023. (*Dr. Downes.*) I gather you have not very much hope of the reforming influence of such colonies as are proposed?—No, I have not.

9024. Do you refer more particularly to the habitual vagrant?—Yes, certainly.

9025. Would you modify your opinion if the man who was going on to the road could be caught at an earlier stage?—There certainly would be a better chance for a man the earlier you get him.

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9026. And I gathered also from what you said that you do not see any use in sending such a man to prison for a month?—No.

9027. You possibly expose him to deteriorating influences?—Yes.

9028. Now, do you think that the maintenance of discipline in a labour colony would be facilitated if the colonist were allowed to earn certain marks or tokens in return for work and conduct, which could be withheld from him if his conduct were bad, or his work were unsatisfactory?—I think any system by which he gets an advantage out of better conduct would be useful as a matter of discipline, so that punishment might be by the withholding of a privilege, and not only by the infliction of some penalty.

9029. It would be patent to the public that the man had had a chance under such a system?—That would be a help too.

9030. Such a system would have to be safeguarded, so that it would not be abused by the privileges being too great?—Yes.

9031. Would you favour the system, as in force at Merxplas, of a canteen, where certain small additions to the dietary, such as tobacco or coffee, could be purchased with those tokens or marks?—Yes, I see no reason why something of that sort should not be allowed.

9032. (*Captain Eardley-Wilmot.*) You agree that the only real benefit to be got from a colony is the keeping the men off the road?—Yes.

9033. Have you made any estimate as to the numbers of men who would gravitate into an establishment of that sort in England?—I made some rough estimate that it would be about 25,000.

9034. The cost of that would be enormous, would it not?—It would be large.

9035. Have you made any estimate as to the cost per head?—No, I am afraid I have not.

9036. But the cost of a labour colony in England would be very much larger than in Belgium, would it not?—The cost of the site and of building would be, no doubt, much

greater. The cost of supervision probably would be more, and the salaries, and the actual diet and upkeep of the place would almost certainly have to be on a more expensive scale.

9037. It would be an enormous expense altogether?—Yes.

9038. But you think it would be worth while attempting the experiment?—I should like to see it tried in some form or another; whether it ought to be tried by the State first, or by some private institution, is to me the only difficulty; but I should like to see it tried on the habitual vagrant somehow.

9039. (*Mr. Davy.*) It is being tried now by private individuals?—Yes, but we do not quite know yet how it is working out.

9040. (*Chairman.*) I think you have a task of stone crushing at your casual wards at Bradfield?—Yes.

9041. Do you find the system is successful financially as well as otherwise?—There is not much money in it, but we have lots of gravel close to us; it is cheap and can easily be got.

9042. What use is made of the crushed stuff?—It is used in place of sand in mortar when ground fine enough; mixed with tar it is a very good stuff for workhouse paths and yards.

9043. Do you sell it to people who want it for garden purposes?—I cannot say that we sell it; we have so very few tramps; if we have five tramps in a week that is more than usual.

9044. (*Mr. Davy.*) It is rather deterrent work for tramps?—Oh, very, I think, and any man can do it; there is no danger to the eyes.

9045. (*Chairman.*) And there is no skill about it?—There is no skill about it.

9046. Any ordinary healthy man can be set to work on this; whereas, if you set an absolutely unskilled man on stone breaking with the hammer he will have considerable difficulty for the first few days?—Yes.

9047. On the whole you find the stone crushing a good system?—Yes, we do.

Lieutenant-Colonel H. B. ISAACSON, called; and Examined.

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9048. (*Chairman.*) You are the governor of Manchester prison, I believe?—Yes.

9049. And you have kindly come to us to-day to give us some information with regard to the labour and the treatment of prisoners of the vagrant class?—Yes.

9050. Now what is the labour generally done by these prisoners?—We start them always with picking oakum.

9051. Not stone breaking or wood cutting?—No.

9052. What is the amount of oakum generally done?—That varies according to the toughness of the junk; if the junk is good, always three lbs.

9053. Now what time, taking a man of ordinary physical capacity, would be occupied in teasing that amount of oakum?—He has the whole day. His working hours are from nine to ten hours, and in that time he has to pick that amount of junk.

9054. He has his exercise?—That is independent of exercise and chapel.

9055. And schooling, whatever it may be?—Yes.

9056. And it really does occupy his time during the day?—An expert will not take all day to do it.

9057. Do you vary the tasks in accordance with the physical condition of the men?—Partly so; but more especially I vary it according to quality of junk; what we get from the Admiralty is generally exceedingly good; what we get from private firms is sometimes like wire; it would be very hard work to tease it. Then we reduce the allowance to two lbs., sometimes to less.

9058. But, generally speaking, you say the time taken by a prisoner in doing that task of teasing oakum is something between nine and ten hours?—These are his working hours; he has that time in which to do it; some men work quickly, some slowly, but that is the time he has to do it in.

9059. Now as regards the diet; I suppose it depends in the first place upon the length of the sentence?—Entirely upon the length of the sentence.

9060. What is the average length of sentence given to those men?—Seven and fourteen days as a rule.

9061. Are there more of seven and under, than of seven and over?—I have not noted that particularly; they are all practically seven or fourteen; there are more of seven perhaps.

9062. There are few over fourteen?—Few over fourteen; the mass are seven and fourteen.

9063. Then the seven-day prisoners get the A diet?—Yes.

9064. And over seven and under fourteen?—They go to the B diet at the termination of the A. There are comparatively few over fourteen days.

9065. We have been told by a considerable number of witnesses that the vagrant has a preference for prison treatment and prison diet, over that of the casual ward?—That is a very long standing story. It must be quite twenty years ago when I had my eyes first opened to this that they did not like the casual ward.

9066. No doubt there has been a very considerable improvement in the comfort of the prison of late years?—Yes; but the poor who come under my hands have always hated the workhouse.

9067. When you say the workhouse, do you mean the casual ward?—I mean both; the casual ward they look upon as a sort of prison almost, but even the workhouse generally the poor do not like. My attention was first prominently called to it by the case of a man I recognised when going round the prison. "Why, I know you; you have been here before." "Yes, sir, I have." "You have been here several times." "Well, sir, I have been

here five times now, but neither I nor my family have ever been in the workhouse: "great pride there was in this."

9068. Did you ascertain what was the cause of that feeling on his part?—No; it was a very long time ago. I was young in the prison service then. He seemed to think it was a disgrace to his family altogether to go to the workhouse, but did not seem to think it was a disgrace to go to prison. Of course that was not a casual ward; I am speaking generally. But latterly I came to find them hate the casual ward.

9069. Now have you anything to say with regard to classing prisoners convicted of vagrancy with men convicted of crimes?—A vast number of the vagrants I think ought not to be in prison; I do not think the prison is the place for the man who happens not to have a penny in his pocket and therefore lies down under a hedge. The policeman comes by and says, "You come here, I will put you in prison." It seems very hard that he should be classed or associated with a lot of criminals.

9070. There is no question of offence against the person in his case, and consequently you think he ought not to be imprisoned in association with those who commit offences of that sort?—Many of them ought not to be; of course there are vagrants and vagrants; the other day I had an extraordinary number brought to me—137 men one afternoon, who came under the headings of begging, sleeping out, and workhouse offences.

9071. Offenders under the Vagrancy Act that would be?—Yes. It was, of course, a very unusual number, so I thought I would go into their records, and see what they had got to say for themselves. I found out of that 137, 84 were unknown, nobody knew anything about them; we were bound almost to look upon them as being the first time in prison.

9072. They were not identified in any way?—84 of them were not.

9073. Could you say anything about their ages?—I could not; some of them appeared to be old soldiers, some youths, and some of them honest working men who had got no means whatever.

9074. Did they give any account to you of themselves?—Some of them to whom I spoke said they had no work to do, and so they were sleeping out.

9075. Were most of them sleeping out cases as far as you recollect?—Lodging out there were 132, that happened to be a special raid, but 84 of them were unknown; 43 of them gave addresses of next-of-kin.

9076. These would be all from the area of the city of Manchester?—Yes, within a few hundred yards of my prison; some were more or less on the tramp; they were all apprehended in the city. Most of these men were not criminals; you could see from their looks, they had no marks of drink about them, they had not the hang-dog look of a vagrant or a beggar; they were of the working class.

9077. Probably you would say that if there had been a labour colony it would have been better to send those men there than to put them into the cell in the prison?—No doubt, certainly.

9078. Have you at all considered, with your knowledge of prison work, the question of the establishment of a labour colony for certain classes of offenders?—I think it would be a grand thing, but of course there would have to be very careful classification, so that you did not mix the youths with the habitual regular vagrant who had been spending his life on tramp.

9079. I meant a colony for men who have offended against the vagrancy laws and are habitual vagrants; but who are not guilty of offences against the person, or anything of that sort. I understand that you think it would be better to keep men of that class apart from the criminal?—Certainly.

9080. Then for that purpose would you be in favour of the establishment of a labour colony?—Certainly; it should not be made too much of a prison.

9081. It would not be a question of walls and warders, it would be more letting the men know that if they left they would be treated as absconders?—Certainly, and then sent off to the punitive prison.

9032. To be treated more severely if they absconded and were re-apprehended?—I think that would be an admirable thing.

9083. You think it would be worth while trying an experiment of that sort?—Certainly.

9084. You know there are colonies now?—Yes, there are those of the Salvation Army.

9085. Have you not been to one of the colonies?—No.

9086. If there was to be a colony established, would you favour one under voluntary agency or under State agency?—Under State agency.

9087. And the cost in that case would have to be borne by the State?—Yes.

9088. That is a financial question which does not interest you so much?—No.

9089. Now supposing a man to be sent to a labour colony was thoroughly idle and determined not to work, how would you make that man work in the colony?—By some little earnings, but if he did not work after a considerable time and experience, he would have to go to prison; he must not be there an idle example to the others.

9090. Your alternative would be that he would have to go to the cell?—Yes.

9091. Have you considered whether you could make some inducement in the matter of food; for instance, if the man worked well he should be fed better than the man who refused to do it?—I think I would feed them all exactly alike.

9092. You do not think you could influence them by their food?—No. I should feed them all exactly alike. If they persisted in being idle, they must leave the colony.

9093. You think something might be done in the way of giving a little mark money?—Yes, something of that kind; by allowing them to earn money.

9094. In some of the foreign colonies, men are given some little inducement in the way of money for tobacco, and luxuries of that sort; would you favour that system?—Yes, they would be all credited on a scale; after they had been there so many months they might become entitled to a little tobacco, and so gradually work up and up, and be taught to be self-reliant.

9095. (*Mr. Davy.*) What accommodation is there in your prison?—We can accommodate when quite full, with associate rooms and everything, 835 men and 382 women.

9096. Are you usually full on the men's side?—Practically always full; there is not room enough for the district.

9097. You tell us the task for men is 3 lbs. of junk?—Three lbs. of junk.

9098. Do you allow the men a "finger"?—No, certainly not.

9099. Do you allow a "fiddle"?—Only sometimes, if a man is decrepit or not strong; the medical officer would say, "That man is not quite fit for his full task; take him off the hard labour and put him on to industrial labour." In that case he would be allowed a string around his leg.

9100. That is known as a "fiddle"?—Yes.

9101. Are there hot water pipes in the cells?—No, the cell is heated with hot air passing diagonally through it.

9102. So that he has to deal with three lbs. of junk, fair and square?—Fair and square.

9103. What is the smallest amount of time the man can do it in?—Everything depends on what kind of junk it is; it varies so much.

9104. So that the task that you give varies, too?—Yes.

9105. It is a question what the task will be next week?—It is an accident what the junk will be next week. When we get our junk all from the Admiralty it is a pretty level lot.

9106. What time do you start work in the morning?—We get in an hour before breakfast. The hours are from 6.30 to 7.30.

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Lieut.-Col. H. B. Isaacson. 9107. Then how long after breakfast?—They work from 9.20 to 12, from 1.30 to 5.45, and 6.15 to 8; those are the working hours.

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9109. But if he does his task of junk before that, he has nothing to do?—No.

9110. Is a large proportion of the prisoners exempted from work by a medical certificate?—A good many are.

9111. Would it be half of the short time prisoners?—It is rather difficult to say exactly, because so many little things often intervene; a man may come in very drunk; the first three days he will be more or less unfit for work.

9112. He would escape labour?—He might until he was fit. Then there are others who have got fingers injured, or a wound; and some are very old men; there are so many things to consider.

9113. Supposing a man had slight hernia?—That would not interfere with his picking oakum. Certainly not.

9114. Supposing a short time prisoner refuses to do this work; he is only in for five days; what would you do with him?—He would be put on report, brought before me, and I should punish him.

9115. How would you punish him?—Find out what sort of a man he was, whether he had been several times in prison, or whether this was his first time; I should take that certainly into consideration. If he were an old hand, always coming to prison, I should give him three days' bread and water—the regulation No. 1 punishment diet.

9116. That extraordinary number of sleepers out you told us of were probably the result of a special raid by the police?—Yes, but those raids are going on perpetually; this happened to be an out-of-the-way one.

9117. Those raids would be on complaint, probably, would they not?—Yes.

9118. On complaint of the man who has a brickfield, the police would be bound to make a raid?—I suppose so.

9119. What should you do with those people except send them to prison?—Send them to some place of detention of some sort or other; something must be done for them.

9120. You want a new place, not a prison?—A house of detention would be a very useful thing.

9121. Would that enable you to classify your short time prisoners better?—Yes.

9122. You are not suggesting that sleepers out should be let off altogether?—No. For instance, there is sleeping out with the object of committing a felony, and there is sleeping out, just lying down on the road when you are on tramp; but the number to which I referred just now, was an extraordinary number. But take the numbers for the year; my male population for last year was 12,610; those are the commitments.

9123. (*Mr. Simpson.*) Number of males received?—Number of males received. Out of that, 2,044, practically one in six, came under one of those three offences.

9124. Vagrancy offences?—Came under either begging, sleeping out, or workhouse offences; practically one in six came under one of those three.

9125. (*Mr. Davy.*) Were the bulk of them sleeping out? No, the bulk of them were begging; 1,201 for begging, 692 for sleeping out, and 151 for workhouse offences.

9126. (*Mr. Simpson.*) In the case of begging, some men would be counted several times in the year, would they not?—Yes.

9127. It is the number of commitments, not persons?—Yes, commitments.

9128. (*Mr. Davy.*) What would be the life for such cases in prison: the first day, there would be filling up forms and being examined by the medical officer?—All might come at three o'clock in the afternoon; practically between two and four. Then they are described, bathed, dressed, seen by medical officer and classed, and they begin work the next morning.

9129. What is the temperature of the water that you

give them for their bath?—Very hot; as hot as they can bear it at the moment; there is a laid-down definite temperature prescribed.

9130. It is a real hot bath?—It is a real hot bath; there is no doubt about it.

9131. And they have a fairly large cell according to the prison regulations?—Yes, a very nice cell.

9132. Do they sleep on a hard board for the first seven days?—If they are sentenced to hard labour; they have a mattress if the medical officer orders it.

9133. And they do this oakum picking work, unless they are exempted by the medical officer?—Subject to the medical officer.

9134. Supposing the medical officer certifies them as being unfit for hard work, what work do they do?—He would put them to industrial labour; we might give them oakum.

9135. What is industrial labour?—Industrial labour would be picking cotton, for instance.

9136. Is that a task work?—Picking some wool, and what they call cotton rope; it is much lighter work. If a man has done it before, he will pick 6 lbs. of this cotton.

9137. It is a task?—Yes, it is a task.

9138. Your recollection of prisons dates back to the time when there were tread-mills?—Yes.

9139. And shot drill?—I have never seen the shot drill; the tread-mill I have always had.

9140. The crank and capstan?—The crank.

9141. (*Captain Eardley-Wilmot.*) The capstan?—No, not the capstan.

9142. (*Mr. Davy.*) You had a tread-mill and a crank?—The tread-mill almost everywhere; in one place I had a crank, I remember.

9143. Have you had stone breaking?—Yes, I have done stone breaking.

9144. None of the hard labour tasks that I have enumerated are in existence now?—No.

9145. And oakum picking has been substituted for them?—Yes, it is a greater punishment for a man to pick 3 lbs. of oakum, than it is to go on the tread-mill. I have seen a powerful looking young man of say twenty or twenty-three, go on the tread-mill and tear himself to bits, the perspiration all running down him simply because he was a novice, and knew nothing at all about it. Now if you take an old hand who had been on the tread-mill over and over again, I have seen that man not turn a hair, and not do one scrap of work of any sort, just straighten his arms and let the wheel come to his feet and do nothing. That was why I was so glad to see that tread-wheel done away with; it was too violent a punishment to a fellow who had never done it, and absolutely no punishment to the old hand.

9146. Is not oakum picking rather skilled?—They get into it, and there is an allowance made to a man who has never been in, and never seen it. We give him an allowance the first day, and show him if we see him to be inexperienced at it.

9147. The Departmental Committee on Prisons of 1895 considered that oakum picking should be abolished as much as possible, except for penal purposes. I suppose this would be considered a penal purpose?—Certainly, it is a penal purpose, the first fourteen days; that is the hard labour. It is being absolutely locked up in the cell that the old hand hates.

9148. Being locked up in a cell for a short time would not be much of a deterrent; the weariness of being locked up in a cell would increase in an increasing ratio with the number of days?—Of course the longer the time, the greater the punishment.

9149. I put it to you, to a prisoner coming in after a drinking bout, with a headache, and feeling generally miserable, a prison cell for two or three days might be a positive relief to him?—I do not think so; you would not like to be confined in a little cell with walls all round you; you would want air when you are in that unhappy condition, I should think.

9150. That is the condition of a good many prisoners?—With a good many drink is at the bottom of their

trouble; but you want air; it would be torture to be confined.

9151. You want rest and quiet?—Yes, but you want air whatever you do, I should think. There is nothing more horrible than to be locked up in a box in the state of feelings you are describing.

9152. In your opinion, have the prison conditions for short time prisoners been considerably ameliorated in recent years; take labour first?—To a certain extent, but they are made to do their work.

9153. But not the same sort of work as was formerly given?—As I said just now, I think to be locked up in a cell for fourteen days to pick oakum is a heavier punishment than going on the tread-mill for fourteen days.

9154. Now, with regard to food, has there been an improvement?—Yes, there has been a slight improvement in the food.

9155. Has there been any improvement in the bedding?—No, I do not think there has; of course they get the mattress at the end of fourteen days.

9156. The cells are the same?—The cells are all practically the same.

9157. Do you think, for a man committed for fourteen days, that prison is punitive?—Certainly, there is no doubt about that.

9158. (*Mr. Simpson.*) Have you formed any opinion as to the proportion of tramps and vagrants among criminals, say among men who come in to you for stealing?—Speaking roughly, I should think that very few of the tramps that come in are old thieves.

9159. I was putting it rather the other way; do you think many of the tramps steal?—Take the numbers before quoted; I should be very sorry to say that I thought any proportion of that 84 were thieves.

9160. Those were the beggars?—Yes, beggars or tramps; I should be very sorry to say any one of them was a thief.

9161. But take on the other hand all the thieves you had on that day—all the men committed for larceny?—There were about forty of other sorts received that day.

9162. Of the people received for larcenies or other felonies, or obtaining by false pretences, for instance, what proportion would you suppose to be tramps or vagrants?—I have never considered that particular point; I should rather like to look at my records before giving an opinion.

9163. Now do you consider that the vagrant question is a serious one because the tramp population adds greatly to the crime of the country?—A proportion of the tramps doubtless are thieves, but the tramp population has increased so enormously of late years; men are thrown out of work, and they go on tramp hoping to get work; "I came here because I thought there was some work in this neighbourhood"; that is what they tell me.

9164. As regards persons who commit larceny from the person, or common larceny, do you suppose the majority have a settled place of abode?—No; they have a settled neighbourhood perhaps, but they have no

address that they could give you. They will give an address, but we know it is only where they happen to be, their lodging in the district; they seem to hang about in a particular district.

9165. You gave no opinion as to whether the tramp question is serious from that point of view?—Not from that point of view, but I do think this, that an enormous proportion of the tramps are not thieves.

9166. (*Mr. Davy.*) I suppose they are a great nuisance to you and fill up your prison?—Of course, short timers are in and out, but that is all in the day's work.

9167. (*Sir William Chance.*) If vagrants prefer the prison to the casual ward, as is quite possible, I suppose they would have no objection to being put under the control of the police generally, instead of under the guardians?—I suppose not.

9168. Is the Manchester casual ward particularly well managed?—Well, I thought the casual ward looked uncommonly clean and well; that was the one at Prestwich; I saw that last week. There was only the task-master there, and he said "Would you like to see where they do their work?" I said "Yes, I should like to see everything." "Those up here you will find breaking stones," and he opened half a dozen cell places, but there were no stones; "I see they are cleared away." So that the work there was apparently over at 12 o'clock and cleared away, and done, I take it, by other paupers. I think that is one thing that the vagrant population hate the casual ward for, viz., that they may be dominated over and ordered about by fellow paupers; I think there is a good deal in that; that is one of their dislikes to the casual wards.

9169. I gather that you are not in favour of extra food being given as an inducement to good conduct in a labour colony?—I should like to see them all fed alike; I would just give a little reward, a bit of tobacco, and they should earn that by some system of marks or something.

9170. You mean that their treatment should be very similar to what it is in prisons?—In prisons we have the A. B. and C. diet; at the labour colony I should suggest they should all begin on an honest good diet that it would be unnecessary to increase.

9171. Would you decrease it for bad conduct?—No, I do not think I should; a man who would not behave himself in the colony would go back to the prison; a colony should not be a prison.

9172. (*Captain Eardley-Wilmot.*) You said in answer to Mr. Davy, speaking of forms of labour in prison, that wood chopping and stone breaking had been done away with; you were referring to Manchester prison only?—Manchester prison only.

9173. They do these kinds of work in other prisons?—They are to begin wood cutting in Manchester; I was speaking of my own prison.

9174. This preference for the prison instead of the casual ward is quite an old story?—Quite old, in my opinion.

9175. It was as prominent twenty years ago as it is now?—It was twenty years ago that I first noticed it.

*Lieut.-Col
H. B.
Isaacs.*

5 July 1905.

Mr. JOHN HENRY PARKER WILSON, F.R.C.S., called; and Examined.

9176. (*Chairman.*) You are the medical officer of Pentonville prison, I believe?—Yes, sir.

9177. You have kindly come to give some evidence with regard to the labour actually done in local prisons by persons convicted of vagrancy or poor law offences, and the test of their fitness for labour?—Yes, sir.

9178. Could you tell us in the first place what is the average condition of such persons coming into Pentonville prison?—They are a very inferior class altogether. I have got a list of 100 men received last year, taken indiscriminately, and perfectly regardless of what the result would be, and I find that out of these 100 men 80 of them were 12 lbs. below the average weight. That is the first important item; then as to the question of labour, I find that 38 of them were unfit for labour in the sense that we mean labour.

9179. Were they short time men?—Oh, yes, sir. I

think the longest sentences were six months, but that was exceptional. Those are the men and all about them. (*List handed in.*) I think the majority were about fourteen days, sir.

9180. The large majority of them were what you call short time prisoners?—Yes.

9181. You say that 38 of them were unfit for labour?—Yes, you will see the reasons there. I have put them all down—crippled, mentally deficient, blind of one eye, spinal curvature, hernia, etc.

9182. (*Captain Eardley-Wilmot.*) All the 38 were unfit for some such reason?—Yes, I confined myself purely to casual ward people; I thought that was the most important point.

9183. (*Chairman.*) Those 100 men were selected out of how many?—Well, the absolute receptions in the prison last year were 18,375; out of those there were 2,041

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coming under the headings of refractory paupers, begging, and sleeping out.

9184. So the 100 names were taken from that 2,041?—Yes, sir.

9185. (*Dr. Downes.*) Were they taken haphazard?—Yes, I did not know the result; I had no conception how they would turn out when I had the list drawn up; they begin with April and they finish up with March in this last year. I can give you the details of the 2,041: misbehaviour by paupers 546, begging 1,398, sleeping out 97; that is an increase last year of nearly 500 over the previous year.

9186. (*Chairman.*) Let us see now, what area does your prison serve?—All the north of London, we go from Grays to Barnet; it is an enormous area.

9187. Have you anything to say with regard to the diet given to these men in prison; for seven days and under would be diet A.?—Diet A., sir.

9188. The diet would vary according to the length of the imprisonment?—Yes.

9189. Are you satisfied that that is a suitable diet for vagrant cases?—Yes. We have to keep the men together, and they have to go out in a fit condition; better if possible than when they came in.

9190. You have told us that a certain number of those people are in rather a low condition?—Yes.

9191. Is the diet in your opinion a sufficient one for the men in these cases?—Yes.

9192. We have been told that there are many cases of vagrants who prefer the prison cell to the casual ward?—Yes.

9193. Have such cases come to your notice?—I do not believe in it, sir; I believe that is purely a newspaper invention. If you will look there, that still more confirms me in what I want to urge; out of these 100 men, 80 have never before been in prison. Well, that is an enormous percentage, if you take the lot; there may be a certain class who know they get a certain amount of glory by making these statements in the courts, and they get taken up and put in the papers, and it looks very well; but my opinion is that the majority of men who come to prison are not in a position to judge one way or another. There is one man there who has had twenty-two convictions. The probability is that that is just the sort of man who lives between the workhouse and the prison all his life. He goes up before a magistrate, makes these very gross statements, and they get taken up by the papers.

9194. Are those twenty-two convictions under the Vagrancy Act?—I do not know; the probability is that they are.

9195. They are probably light convictions?—The way we deal with these cases in London, is that in all probability the man gets to sessions ultimately, and then he gets twelve months. This is done a great deal more in London than in the country, from the returns so far as I can make it out. I went into that question the other day, and I found in 1903 the number of incorrigible rogues dealt with at quarter sessions in London was 170. Well, those 170 would probably all get twelve months; the total number for the whole country was 240, and 170 of them were in London. In the country, either they deal with such cases at petty sessions, or they do not send them up to quarter sessions.

9196. Have you any idea why these men were treated as incorrigible rogues; what was their offence?—Probably begging, or sleeping out.

9197. The incorrigible rogue is generally a man who has committed a good deal worse offence than that; he is first dealt with by petty sessions, then he is sent on to quarter sessions to be treated as an incorrigible rogue. However, all you know is that there are a certain number of people who are committed as incorrigible rogues?—Yes; they are the class which really come under the begging, sleeping out, and pauper cases. These are the class of men I mean.

9198. They must have been committing some worse offence than that to be treated as incorrigible rogues?—Look at the majority of these men; they have some time or other been under me, either for begging or sleeping out.

9199. That may be, but they must have got to some worse offence?—Yes; but those are the class I mean.

9200. I should like to know whether you have at all considered the question of the establishment of a labour colony?—Well sir, it is too big a question for me to give a decided opinion about. I do not know whether these labour colonies could be worked in connection with the pauper establishments in each county.

9201. Do you mean something like a farm attached to each workhouse?—Yes.

9202. Where the men should be able to work and live an open air life?—That is the idea I have, but of course there are so many ways of looking at the thing.

9203. You have not considered it from the penal point of view as a sort of substitute for prison?—It is too big a question, I think, sir.

9204. It does not fall within your province?—No, sir.

9205. (*Mr. Davy.*) You say that some of these prisoners were below the average weight: do you refer to the average weight of prisoners or of the general population?—Population, sir; weight for height.

9206. Prisoners generally are below the average weight, are they not?—I suppose they are: I have not gone into more of them; it all depends on what class of life they have had and where they come from; this is the average that I go on. (*Card exhibited.*)

9207. Is that a well understood table?—Yes, that is the authentic table used by everybody.

9208. In the heading "Neglecting to perform their allotted task at the workhouse" do you mean at the workhouse or at the casual ward?—I cannot tell you, sir.

9209. How do you get the heading "workhouse" there?—From the commitment.

9210. Is it simply the "workhouse" stated on the commitment?—No; it simply states "casual paupers refusing to work" or "paupers refusing to work." I have not brought a commitment with me.

9211. It does state "casual pauper refusing to work"?—Some say "casual"; I do not know whether they all do.

9212. That is the ground for this heading "Neglecting to perform their allotted task at the workhouse"?—Yes, sir.

9213. You do not know how many refused to do their allotted task in the casual ward?—I did not know that there is a difference; I have not been round the workhouses.

9214. You do not know the difference between a casual ward and a workhouse?—I do not know.

9215. You do not know that the casual ward is apart from the workhouse altogether and under separate management?—I do not know, sir.

9216. (*Captain Eardley-Wilmot.*) Are many sent from the workhouse?—I had one case in this morning. It is very curious; he had got six weeks, and I asked him, "What for?" "Refusing to work." I asked him what his work was. They gave him four lbs. of oakum to do and he only did two, and because he did not do his task he was sent to prison. I am only giving you the man's statement.

9217. (*Mr. Davy.*) Was that offence committed in the workhouse or the casual ward?—I asked him that particularly; he said he was in the workhouse.

9218. It is very improbable that he had a task of oakum to pick in the workhouse?—I can only go by what I have been told, and he said he lived in the workhouse.

9219. You cannot tell us how many of these cases were workhouse inmates and how many inmates of the casual wards?—I did not know there was any difference; I only took the convictions of the men who were sent to us as casuals refusing to work.

9220. What is the hard labour in Pentonville prison?—Oakum picking and sack making.

9221. What is the task of oakum picking?—Three lbs. That and sack making constitute hard labour for the first fourteen days.

9222. What kind of oakum do you give—plain junk ?
—Yes, sir.

9223. Under what conditions is it picked ?—Teased: it is already in the junk.

9224. Do you allow the prisoner any mechanical aids ?—No, sir.

9225. He cannot use a fiddle ?—He cannot use a fiddle ; not in prison life.

9226. You are sure he cannot use a fiddle ?—Positive.

9227. Would he be punished if he did ?—I know he is not allowed to use one ; he used to be in my younger days.

9228. Is it against the rules ?—Yes, sir, in prisons.

9229. What is sack making ?—They are making at the present time coal sacks for the Admiralty.

9230. Is that piece-work ?—Yes, sir.

9231. How many sacks have they got to sew ?—I think it is a sack and a half.

9232. Does it require any skill to sew coal sacks ?—No, not particularly ; they must be done evenly.

9233. Would every prisoner be put on that ?—If there was no oakum ; it is a question of accommodation.

9234. If a man had never sewn a sack before he could be put on to sew sacks ?—Oh, yes.

9235. Is that what you call hard labour ?—It is the only hard labour they can get.

9236. Does it involve physical labour ?—There is no such thing as hard labour ; hard labour is a term used in the present day, but the thing itself is absolutely obsolete.

9237. You mean hard labour is a technical term which bears no relation to the actual facts ?—Yes, sir, there is no such thing.

9238. There is no hard labour which involves physical exertion ?—No, sir.

9239. What are the hours of labour ?—I am not quite sure.

9240. Can you tell me what the dinner interval is ?—Yes, sir, an hour and a half.

9241. These 100 men were taken entirely haphazard out of the 2,041 ?—Yes, sir.

9242. Are they the first 100 ?—Oh, no ; they begin with April and you see they go through the whole year.

9243. Was there any method in taking them ?—Absolutely none ; I went into the governor's office and asked the clerk to give me 100 men ; I did not know what the result would be.

9244. According to your list, of these 100 men only 21 were previously convicted, that is to say 80 of these prisoners have never been in prison before ?—I think that is so.

9245. If you took the 2,041 would you get the same proportion do you think ?—Yes, certainly.

9246. The vast majority—80 per cent. of those short time prisoners are there for the first time ?—Yes, sir, I am not sure it would not be more.

9247. Of those committed for vagrancy offences ?—Yes.

9248. Well, take 80 per cent. ; so the short sentence given to a prisoner of that character cures him ; he does not come back again to prison ?—I do not know about curing him, he does not come back to us.

9249. That is good as far as it goes ?—Yes.

9250. The sentences were ten days to a month ?—There is one there six months, I think.

9251. Now you say that out of that 2041, 1,398 were for begging, 97 for sleeping out, and 546 for misbehaviour ; can you tell me what you mean by "misbehaviour" ?—No, I cannot tell you ; the commitment says "misbehaviour in the workhouse."

9252. Or "casual ward," I suppose ?—Yes.

9253. Would that be included in the refusals to work ?—No, sir ; all those headings are absolutely separate ; they do not mix up one with another at all ; I mean a prisoner comes to us with a commitment ; the commitment

states the offence ; if a man is sent to prison for misbehaviour as a pauper, the commitment does not say, "and begging and sleeping out."

9254. Can you tell me how the commitment would run in the case of a man who refused to do his work ?—Yes, it would be "refusing work."

9255. Would that say "in the workhouse" or "in the casual ward" ?—Yes.

9256. It is rather important to know ?—It is a difficult thing to explain. I have had the same difficulty in giving evidence in other cases about these commitments ; the commitments are very peculiar : they specify only the leading offence.

9257. (*Captain Eardley-Wilmot.*) They sometimes leave out the name of the culprit and have the witness's name put in as the culprit, and they sometimes leave out the offence ?—I can give you an instance : a man may be had up in the street for being drunk and disorderly or drunk and assaulting the police ; if they put him down as being drunk and assaulting the police, the magistrate will give him a much heavier sentence than if they had put him down as being drunk and disorderly. They always put down on the commitment what may be called the major offence.

9258. (*Mr. Davy.*) Were there 2,041 cases in the previous year ?—In 1903-4 the number was 1,760.

9259. Can you tell us whether the numbers for 1903-4 showed an increase over 1902-3 ?—No, I have not brought the figures.

9260. From your general knowledge can you say whether there is a general increase ?—There has been a tremendous increase during the last four or five years.

9261. When was the new dietary introduced into prisons ?—About 1900. The Committee was in 1898.

9262. It has been suggested that the increase in these short time prisoners was coincident with the change of the diet ?—I do not think so, sir ; I do not think it could be substantiated.

9263. As a matter of fact, it was co-incident, but I do not say the diet was the cause of the increase ?—No, sir, there are so many other causes coincident about the same time which must have accounted for our enormous increase of numbers ; it would not be in casuals alone. From the time our numbers began to increase in Pentonville alone, they have increased something like 6,000.

9264. Since when ?—1900, I think it is.

9265. That is the number of your receptions ?—Yes.

9266. Now in the same time, in those four or five years that we are now discussing, has there been any other change in the discipline of the prison ?—No, sir.

9267. Is the work the same as it was four or five years ago ?—Except that the wheel has been abolished.

9268. That is a very material change, is it not ?—Yes.

9269. Do you think that the wheel had more deterrence than oakum picking ?—No.

9270. Do you think that the wheel had more deterrence than sack making ?—No, sir ; from my experience of prisoners I do not think anything is deterrent ; whatever you do I do not think you will stop them.

9271. You do not think that severity in the form of task tends to lower the admissions ?—No.

9272. What is the object of giving a task at all ?—I do not know, except from a disciplinary point of view.

9273. To keep them occupied ?—To keep them occupied.

9274. Now with regard to these incorrigible rogues, one must have been convicted several times before being an incorrigible rogue ; possibly the reason why there are more convictions in London for being incorrigible rogues is that the identification there is better ?—Well, I think a good deal of it is due to the fact that there is more pressure put on these people than there used to be in the old days. For instance, when I first went to Pentonville the tramping season used to commence at a certain time, and then we used to lose them all, and we could always tell pretty well where they were going, and then about October they all came back again.

9275. You mean the casual offenders ?—Well, the

Mr. J. H. Parker Wilson, F.R.C.S.

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Mr. J. H. tramps. There has been a good deal more pressure put on these people in the country.

Parker 9276. Since when?—During the last four or five years.

Wilson 9277. In what way?—By the police, I fancy. I do not think men get the opportunity of tramping about the country with the facility they used to have; I think there is more pressure put upon them by the police, and by everybody in the different counties.

5 July 1905. 9278. Have you any evidence as to that, or is it merely surmise?—No, I have no evidence.

9279. And you think it likely there would be more pressure put upon them by the poor law people?—Yes, that is my impression.

9280. It is only an impression?—It is only an impression; it is an impression which I have derived from the men I mix with.

9281. Now with regard to the height and weight of the average prisoner, the Report of the Prisons Committee of 1895 says:—"The average prisoner in height, weight, strength, and mental condition is markedly below the average of the outside population"?—Yes, I have no doubt he is. He is the lowest type; there is no doubt about that.

9282. And do you think that the tramp prisoners are a lower type than the average prisoners?—They are the lowest thing; there is nothing lower.

9283. You think he has a lower standard of comfort than the ordinary prisoner?—He has no idea of comfort.

9284. What would be hardship to the ordinary prisoner would be no hardship to the ordinary tramp?—No, you cannot get at him; you cannot appeal to him.

9285. Do you think it would relieve the prison administration very much if that class of prisoner were removed to some other institution?—That is what is wanted, undoubtedly.

9286. You think you would be able to deal with the other prisoners in a more satisfactory way?—Yes, if it were something of the labour colony type.

9287. (Mr. Simpson.) Do I understand you to say that you think severity of punishment has no deterrent effect at all?—Not the least in the world; it may have some slight effect, but I do not think in the long run it would be deterrent; it all depends on what you are taking; if you are taking these classes of men I do not think it has any at all.

9288. In the case of persons of the vagrancy class?—Not a bit.

9289. You would not say, I suppose, that it makes no difference whether you give five years or a forty shilling fine for burglary?—No; but then a burglar does not think he is going to be convicted; a man who does an ordinary crime is not a man who thinks he is going to be convicted; he does not take into consideration the conviction.

9290. Surely he would take into consideration severity of sentence?—Not when he is committing the crime.

9291. Suppose the law said the maximum sentence for burglary should be a forty-shilling fine, do you not consider the number of burglaries would go up?—Yes.

9292. Then he would take into consideration severity of punishment?—Up to a point.

9293. If you were convicted of exceeding the speed on a motor car, it would make a difference to your speed afterwards whether you were fined five shillings or five pounds?—Yes, it might.

9294. Therefore, would you not say that, to a certain extent, the severity of punishment does have a deterrent effect?—On criminals; not on these classes of men.

9295. Not on vagrants?—No.

9296. I understand you mean that a pauper in the casual ward, if he knew he would be sent to prison for six months for refusing work, would refuse his work just the same?—Just the same.

9297. Whether the sentence was seven days or six months, he would refuse his work just the same?—Just the same, not a bit of difference.

9298. And in the same way as regards begging, you think a man would beg just the same whether he was sent to gaol for seven days or six months?—Just the same.

9299. You think it is a matter of indifference to him whether he is in the casual ward or in prison?—I think so.

9300. You do not think he prefers prison to the other?—I do not think so. You see you are talking of the casual ward; I take it a man would not be in the casual ward six months. It is well to bear in mind that the difference between a casual ward and a prison is that in the casual ward he is in for the night.

9301. Or two or four nights?—If he is six months the inmate of a workhouse or the inmate of a prison, put it one way or the other, it does not make much difference to him which he is in.

9302. According to your figures about 80 per cent. of those 100 men had not been previously convicted?—Yes.

9303. Most of these men were in for short terms—fourteen days?—Yes.

9304. I do not suppose when a man is in for fourteen days they would always know it in prison?—Our system is pretty severe in being able to trace people.

9305. Do you take much trouble to trace a man who is in for seven or fourteen days?—Oh, yes, everybody has to go through the same routine.

9306. Take the case of a man who has not had a previous conviction at the same police court; do you send up to Scotland Yard to know whether he has been previously convicted?—We may do.

9307. You would not usually with a fourteen days man?—Well, I do not suppose so, unless we were called upon specially to do it; but there are other means of tracing besides Scotland Yard; the probability is Scotland Yard get their information from us, not we from Scotland Yard.

9308. The only way of being at all sure is to trace his finger-prints; he may have been convicted 100 times and gone to other prisons; you would not know of that at the prison except by going to Scotland Yard?—Well, we need not go to Scotland Yard; we have plenty of other means that we employ for finding out.

9309. What sort of means?—We have got previous records and previous histories of the men.

9310. Suppose a man, John Smith, who has been in half the prisons in England, comes to London, and calls himself John Jones, he is run in by the police, and is lodged at your prison without any notice of a previous conviction; you would not take the trouble to find out whether he had a previous conviction?—Oh, yes, if it were necessary.

9311. It would not be necessary in the fourteen days, so why should you take the trouble?—I can only give you the office return there.

9312. I am anxious that there shall be no misconception, because our idea certainly is that the proportion of prisoners who come to prison, who have been previously convicted, is more than 20 per cent.; do not your figures mean only that out of those 100 people only 21 were known at Pentonville prison to have been previously convicted?—Yes, sir.

9313. You say that hard labour now does not involve any physical exercise at all?—That is so.

9314. But that is not the case at other prisons; they have stone breaking at some prisons, have they not?—I suppose stone breaking will crop up. It is a question of accommodation, if you consider stone breaking physical exercise.

9315. Do you not think it is?—It is only a pound hammer.

9316. You have to bend, and at all events you have to use your arms, whereas at oakum picking you only use your fingers?—Yes, sir.

9317. Wood chopping they have at some prisons?—Yes.

9318. That is distinct physical exercise surely?—Yes.

9319. Have you ever been at a prison where they have stone breaking and wood chopping?—No, sir.

9320. When you certify a man as unfit for hard labour, do you mean that he is unfit for the hardest form of hard labour, or do you mean unfit for that special form of hard labour which is practised at your prison?—Oh, I should take it as being unfit for any form of hard labour. That

is a form we use. When you have to deal with large numbers of men like we have, you do not know when they might get shifted from one spot to another under different officers or different arrangements, therefore it is no good having half-and-half measures; whatever you order must be definite.

9321. Still, now, take for instance a man with a rupture, he would clearly not be fit for stone breaking?—No, certainly not.

9322. But there is nothing to prevent him picking oakum?—I agree.

9323. Well, at Pentonville would you certify him unfit for hard labour?—I should.

9324. At Pentonville he would get off picking oakum, because he is unfit for breaking stones?—Yes, sir, but then he would be put to other labour which would be tasked just the same, but it would not include the question of hard labour.

9325. Hard labour is purely a technical term?—Purely a technical term, but as I say, when we are dealing with vast numbers like I have to do, it is no good having different arrangements; the thing must be definite. Suppose I say a man is unfit for hard labour, it does not take him off task and other labour; the other labour may be equally hard, but he would not have to do any physical work which would aggravate his rupture.

9326. Well, take the case of a ruptured man, if you knew that hard labour meant nothing more than coal sack making or oakum picking, you could certify him fit for hard labour?—I could do so.

9327. But you do not know, once you certify him fit for hard labour, whether he might not be transferred to another prison and put to stone breaking?—He might be transferred to another floor or another officer.

9328. He might be put into a different lot and told to carry very heavy weights?—Yes, to carry the dinner tins or coal or something of that sort which would be detrimental to his hernia.

9329. (*Dr. Downes.*) As regards the 38 out of this 100 you certified as unfit for labour, were they certified as unfit in the sense that you have just now been telling us?—Yes.

9330. (*Mr. Simpson.*) Therefore some of them might be perfectly fit for coal sack making?—Oh, yes.

9331. Industrial labour is a purely technical term?—A purely technical term.

9332. Coal sack making is classed as hard labour?—Yes, sir.

9333. But it is quite as much industrial as making mailbags, is it not?—Absolutely.

9334. Would it be right to say industrial labour is purely productive; unlike oakum picking it is all for some good?—Well, we cannot always say that, sir. I mean to say, the great difficulty in all our prisons at the present day is labour as compared with what it used to be in the old days. In the old days prisons were self-supporting; now of course the difficulty is to get labour of any kind; we do not know which way to turn to get it; in fact, if it were not for Government contracts, I do not know what we should do.

9335. I suppose at Pentonville almost all the work is done either for the prisons or for Government?—Yes.

9336. You do a good deal for the prisons?—Yes, and for the Post Office; we do the Post Office bags and repair them. As I tell you, we are doing coal bags for the Admiralty and all that sort of labour, but that is the only thing we can get. Well, then, there is clothes making, of course, and repairing prison clothes. We make a large number of prison kits.

9337. (*Sir William Chance.*) A very large proportion of your prison population are of a very low grade of intelligence, are they not?—Yes.

9338. Could you tell me what proportion of them would be those whom you would consider as verging on imbecility, who, in fact, might be regarded as feeble-minded, perhaps?—I could not give you anything accurate, sir. I believe that class of prisoner works out at the present time at about 3 per cent. It is difficult to give evidence when you have not got figures before you. I gave

evidence before the Feeble-Minded Commission and worked a good deal at those figures, which came out to about 3 per cent.

9339. That is rather lower than I thought?—Well, it is such a difficult question to decide what the definition is; you see you have got your imbeciles and weak-minded and feeble-minded.

9340. As regards these particular classes of prisoners who come from the workhouse, do you think a larger proportion of them would be of a lower grade of intelligence than the ordinary prisoner?—I do; I think we get the majority from that class.

9341. Do you think they form the majority of these persons in your return?—I should think so; I cannot tell for certain; I have not gone into that question; I did not know I should be taken on the mental side.

9342. But generally a larger proportion would be of a lower grade of intelligence than taking the whole prison population?—Yes, sir.

9343. And as to their physical condition, would the same thing apply to that?—Yes, more so, I should think, because, you see, a lot of them live from hand to mouth; sometimes they do not get food at all.

9344. (*Dr. Downes.*) Is that an impression, or have you any actual statistics to support that view?—I have no statistics.

9345. It is just an impression?—Well, it is an impression which I get from cases. There is a man here, Robert Lynn, a pauper, who refused to work, who was convicted at Bow Street on June 23rd, 1905, and given twenty-one days' hard labour. Well, I took this case up as an example, and I asked him about it, and he said that he was aged forty, and that he went to the workhouse as he had not had food for two days.

9346. That is only a single case?—Yes, that is all I can tell you. I did not know the exact extent that this was wanted, otherwise I could have got out all the particulars.

9347. (*Sir William Chance.*) Is it partly for that reason that you would like to see them treated rather differently in a labour colony than in the prison?—Yes, sir.

9348. You think that they cannot be suitably treated in prison?—No, sir. I think you want the labour colony for this class of man more particularly, whatever you like to call it; it ought to be penal, I think.

9349. But principally on account of their physical and mental condition?—On account of their physical and mental condition.

9350. (*Dr. Downes.*) I see these 100 men are prisoners committed to prison for neglecting to perform their allotted task in the workhouse; do you know officially what the allotted task was?—No, sir, I do not know officially; I know they have told me they have to pick 3 lbs. of oakum and break 1 cwt. of stones; I do not know if it is true.

9351. That is not evidence?—No.

9352. You are not aware that there are other tasks also in casual wards?—No.

9353. For example, such things as cutting and bundling wood?—No.

9354. You are not aware that there is a regulation that a person shall not be required to perform the whole or any part of such task of work, if it shall appear that the same is not suited to his age, strength or capacity; and you have no official knowledge as to whether they were required to perform the whole of a given task, or whether it was only a portion of a given task?—No, I have not.

9355. So that this history is to a certain extent incomplete if you do not know what the task was they were asked to perform?—Not after they come to us.

9356. It is incomplete as to the history before they come to you?—That I have nothing to do with.

9357. I think you said that the present A diet was introduced in 1900?—I cannot say for certain.

9358. Well, we have it in evidence that the A and the B diets were introduced in 1899; Major Clayton told us that for the first two years after their introduction the number of convictions of paupers for misbehaviour, and so on, went down?—Yes, sir.

*Mr. J. H. Parker
Wilson.
F.R.C.S.*

5 July 1905.

Mr. J. H. Parker Wilson, F.R.C.S.
5 July 1905.

9359. You have no reason to doubt that ?—Not at all, sir.

9360. You give your certificate of unfitness for hard labour generally because the men may be transferred to other groups of officers ?—Yes.

9361. You would not say a man of forty-five was incapacitated from doing any work by reason of age ?—He is not incapacitated from doing any work. Those men are excused hard labour. All these men are sentenced to hard labour, and those are the reasons why they are not fit for hard labour.

9362. In the wide sense which you have described ?—Yes, sir.

9363. But you do not mean that they are not fit for any kind of labour ?—We classify our labour.

9364. You have told us that you do not know what the class of task is in the casual ward : so it does not follow that because you certify them as unfit for the

prison hard labour, that they were unfit to do the labour in the casual ward ?—No, I cannot say that.

9365. (Mr. Davy.) You have a knowledge of the task of oakum picking ?—Yes, sir.

9366. Would you rather pick 3 lbs. of oakum under prison conditions, or 4 lbs. of oakum if you are allowed a finger and a fiddle, and a hot water pipe, to warm the oakum, as in workhouses ?—I would rather pick the 4 lbs. ; in the old days they used to allow a fiddle in prisons.

9367. (Dr. Downes.) You have a long experience of prison dietary ?—Thirty-five years.

9368. Do you now have to put men on extra bread ?—Never, sir.

9369. Not since the new dietary has been introduced ?—No, sir.

9370. Had you previously ?—Yes, constantly.

TWENTY-FIFTH DAY.

Tuesday, July 18th, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. THOMAS COLE, Superintendent of the Holborn Division of the Metropolitan Police, called ; and Examined.

Mr. Thomas Cole.
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9371. (Chairman.) Superintendent Cole, you are one of the superintendents of the Metropolitan Police ?—Yes, of the " E " Division at Bow Street, sir.

9372. And what part of the Metropolis does that comprise ?—It takes from the River Thames across to the Euston Road.

9373. North and south, that would be ?—That would be north and south. Then I take from Northumberland Avenue, through St. Martin's Lane, across New Oxford Street, by the British Museum, straight across Gordon Square to the Euston Road, then down Gray's Inn Road, Mount Pleasant, and Farringdon Street, by Charterhouse Street to Holborn Bars, and back to the Thames.

9374. What is the area of that district ?—About one square mile, sir.

9375. Now, during the twelve months ended 30th June of this year, how many people were apprehended by the police in your district for vagrancy offences ?—For begging, 472 ; and for sleeping out, 40.

9376. Then begging appears to be a prevalent offence amongst the London vagrants ?—Well, of course we can only apportion a very small part of it, because these beggars are very careful ; they will not beg in the presence of a constable, if they know it ; sometimes a plain clothes officer comes across them.

9377. And the kindly hearted people are rather difficult to get evidence from ?—It is very seldom you will get a private individual to give anyone into custody.

9378. Now with regard to sleeping out, can you tell us where that takes place generally ?—Well, the people get into sheds, and areas, and a lot of them sleep on the seats on the Thames Embankment.

9379. If a man is found sleeping on the Embankment seats, do you apprehend him ?—Unfortunately, sir, we cannot ; a policeman will perhaps wake him up and tell him to move on, but there is a difficulty about it.

9380. The sleeping out by itself is not an offence ?—No, sir. First of all we must prove that the man has no means of subsistence, and that is a very difficult thing, because the magistrates have ruled that if he only has a penny in his pocket he has means, and therefore he does

not come within the Act ; so it is very difficult for us to deal with those persons. That would probably account for the very small number apprehended.

9381. Of course, in those cases there is not the same danger as in the case of a man sleeping inside a dwelling or on a staircase ; in the latter case there is undoubted risk of fire if the man has matches ?—That is so.

9382. From a man sleeping in the open street on the Embankment there is very little danger ?—Yes. It is dangerous when they get into out-buildings.

9383. I suppose these forty are mostly men who have got into some buildings, outhouses, or something of that sort ?—Quite so. The first thing a policeman thinks is that they might be there for some unlawful purpose. If we find that they have simply gone in there to sleep, then they are charged with that offence.

9384. I should like to have your opinion as to what percentage of the vagrants you come across are men who would work if they could get it ?—A very small percentage, sir.

9385. I may tell you one witness put the number at 1 per cent ?—Well, I would hardly like to go as low as that, sir, but there is certainly a very small percentage of them. I have had an opportunity of seeing them principally this last winter at the Salvation Army place, Wych Street ; night after night you will see the same persons there ; evidently by their dress and appearance they are men who never do any work.

9386. In that Salvation Army shelter do they have to pay something ?—No, they were only given food ; they were not lodged there.

9387. But there are Salvation Army shelters where these men sleep ?—There is one now where they are lodged, and they are charged 2d. a night.

9388. Well, the man would have to get that somehow ?—He gets that by begging. We have been very much pestered with them in the Strand, and all round that neighbourhood, during this last winter. They get round the theatres, begging at the cab doors. That is where the principal number of our beggars are apprehended.

9389. You say a very small proportion of the London

vagrants are men who would work if they could get it ?—That is so ; that is my opinion.

9390. They do not come within the description of the unemployed ?—Oh, no ; you can see the difference in the men.

9391. They are unemployed, but they are unemployed by their own action ?—In the summer time a very large number of those go off into the country and we lose them for the time.

9392. We have been told that a certain number of them go hop-picking, and fruit-picking, and so on ?—I think principally they tramp the country and live on charity, and then return ; in winter we find them back again.

9393. I suppose there is a certain number of London people who go out into Kent and Surrey ?—Yes, there might be a few.

9394. Now, what is your opinion as to the effect of shelters, and the distribution of free food ?—Well, with regard to the shelters, I think they are beneficial, especially the Salvation Army shelters. Persons can go in there and get a lodging for 2d. a night. Perhaps they do not mind paying 2d., and that keeps them out of the streets. I think a great many of them go and pay 2d. who otherwise would sleep in the streets. With regard to the free food, I am afraid, however well intended, it is a mistake ; it is so much abused. I am afraid some of the genuine working men go there and they find that they can get food cheap, and then they mix with these habitual vagrants, and so they drift into their ranks.

9395. It tends to make them become idle ?—It tends to make them become idle ; there is not the slightest doubt about that.

9396. Do you know how many vagrants there are in your own district ?—We took a census of them on the night of the 7th July, and we found 1,055 males and 176 females. They were principally found on the Embankment, the larger number of them on the seats. There was a later return in which there was a greatly increased number, that is so far as common lodging-houses were concerned, but they include numbers that we did not include in the first return, sir, because there are people sleeping in the common lodging-houses who do work and are not vagrants. Numbers of the Covent Garden porters sleep in common lodging-houses.

9397. There is a very considerable number of men who do work and habitually use the common lodging-houses ?—It increased our number from 780 to 1,824 by including all.

9398. But those would not be vagrants ?—Those would not be vagrants ; we did not class them as vagrants in the first return.

9399. The man who sleeps in the common lodging-house is not necessarily a vagrant ; there is no vagrancy in that ?—No ; that is why we did not include them all in the return. We included some who were in common lodging-houses, but they were known as vagrants ; they simply slept there for the night, and they are shown separately in the return.

9400. Your return gives 780 men in common lodging-houses, and 274 men elsewhere than in the casual wards or common lodging-houses : now is that an increase on late years or not ?—Well, it is an increase. Of course, I have not made comparisons, but we know we have a larger number of vagrants about the neighbourhood than we had a few years ago ; they are increasing.

9401. Is it not owing partly to the fact that there have been a certain number of men unemployed, not from their own fault ?—I think this free food distribution has brought them into the neighbourhood ; that has been the cause of it, sir.

9402. More than the non-employment ?—More than the non-employment. You see the Church Army started a place in Aldwych which was supported by the King, but they asked the men to do a small amount of labour there, such as wood chopping, and the place was open both night and day ; shelter was given as well as food ; the numbers received averaged 215 for every twenty-four hours, but the Salvation Army numbered 920 a night.

9403. The Salvation Army did not demand any task ?—No.

9404. That would make the difference between them and the Church Army ?—The Salvation Army altered their system afterwards ; they issued tickets, and their officers went out with tickets, and only gave them to those persons who they were satisfied were really destitute from want of work, and the numbers dropped down then from 920 a night to 143 a night.

9405. (*Mr. Davy.*) What did the tickets do ?—The tickets authorised these persons to go to the shelter and get a meal.

9406. Only a meal ?—Only a meal, sir

9407. (*Mr. Simpson.*) The Salvation Army have no free shelters in your division ?—I think not, only free food places ; they charge 2d. a night for the lodging.

9408. (*Chairman.*) I want to ask you one or two questions about hawkers' and pedlars' licenses ; would you describe hawkers as vagrants ?—I think not, sir.

9409. I mean they are mostly people who have a horse and a cart, are they not ?—Yes, they have a horse and a cart, and they pay £2 a year for their license.

9410. They are actual traders ?—Oh, certainly.

9411. You would not describe them at all as vagrants ?—Oh, no, not at all.

9412. Now with regard to pedlars, they are in a different position ?—Well, they are somewhat, sir ; of course, they only pay 5s. for their certificate, but very strict inquiry is made into their character before the certificate is issued. We make the inquiries ourselves.

9413. I suppose the Metropolitan Police take care to inquire into what the position of the pedlar is ?—We do. We make very strict inquiry into their character before the certificate is issued.

9414. So that the pedlar shall not make his certificate a cloak for something else ?—Of course, there are, no doubt, men who go about as pedlars who hold no license, and I am afraid they give trouble at times.

9415. If a man is peddling, do your men ask him for his license ?—Oh, yes, they do ; they charge him when they find him peddling without a license.

9416. When they find a man peddling without a license they take him up before the magistrate ?—Yes. Of course, these men wear no badge, and there is nothing by which a house-holder can identify them as to whether they are licensed pedlars or not.

9417. I do not know whether you have heard of the way-ticket system by which a man would be obliged to carry with him a ticket identifying him, which he would have to show whenever he was called upon so to do ; in that way you would be able to identify the man if he were an habitual vagrant ?—I think it would be a very good system ; something ought to be adopted different to this free food distribution, because that was given to all comers, whether they were working men or not.

9418. With regard to the vagrant using the casual ward, there probably would be very little difficulty in obliging him to take with him a way-ticket ; but there would be a greater difficulty with a man in the common lodging-house, because he pays for his bed, and you could not oblige him to take it ?—But still he should not be able to get a free meal without a ticket.

9419. If you make the way-ticket tolerably general, I think you would agree with me it would be a very good means of identification ?—I do. I have not thought it out, but as you have mentioned the subject I certainly think it would be a good thing.

9420. (*Mr. Davy.*) What boroughs do you include in your district ?—I have not a whole borough ; I have nearly the whole borough of Holborn, at any rate about three quarters of Holborn.

9421. (*Mr. Simpson.*) Some of the Strand, I suppose ?—Yes, that is part of the city of Westminster.

9422. (*Mr. Davy.*) Have you much of Westminster ?—All that part east of Northumberland Avenue.

9423. So that you include a great part of Westminster and nearly all Holborn ?—Yes, and I have a small portion of the borough of Finsbury and a small portion of St. Pancras.

9424. Is St. James's Park in your district ?—No sir, that belongs to the "A" Division.

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9425. You say that you cannot get a conviction for sleeping out unless you prove that the man has no visible means of subsistence?—That is so.

9426. And a penny is held to be visible means of subsistence; is that a recent decision?—Oh, no, sir, that is a decision of old standing.

9427. It is an understood thing?—Yes, sir.

9428. What are the usual sentences for sleeping out?—Well, they vary very much; sometimes the magistrate will simply sentence the prisoner to one day, and if it is the first offence he is generally discharged; they get sentences up to three months.

9429. Are they ever sentenced to a substantial term?—No, unless it is a repeated offence.

9430. How do you know it is a repeated offence?—Well, we know if they have been charged before.

9431. In your division?—Yes, sir.

9432. But you would not know if they had been charged in another division?—No; they get the advantage of that.

9433. They just run the chance of being spotted twice in the same division?—That is so, and the same with beggars.

9434. How many police magistrates' courts are there in your district?—Only one, Bow Street.

9435. So you have only experience of that one?—We send charges to Clerkenwell as well; in part of the district the prisoners go to Clerkenwell; the district and the division of the police court are not the same.

9436. Do you find that the sentences in Clerkenwell and in Bow Street are pretty uniform?—Yes, sir; I think as a rule they are very lenient with these vagrants, because they think there might be a doubt. They make a great many excuses that they cannot get work and so on, and they get the benefit of it as a rule.

9437. You say you do not prosecute them for begging, unless a private individual complains or the constable actually sees them begging?—That is so.

9438. Supposing a man begs at a theatre door from some private individual, and the private individual calls a constable and gives him in charge, what is the procedure then?—The private individual would have to go to the police station to prefer the charge.

9439. Then and there?—Yes, sir, and attend the court the next day.

9440. Suppose he says he will not go to the police station?—The policeman has no power to act.

9441. And if the private individual does not turn up next day?—There is no evidence against the man.

9442. So that it means the private individual must then and there go to the police station, and next day must go before the magistrate?—That is so. Of course, as I said just now, it is very rarely you can get a private individual to go to that trouble.

9443. He would have to be very much annoyed indeed?—Yes, sir.

9444. With regard to common lodging-houses, they supply a necessary want, do they not?—Yes, sir, there is no doubt about that.

9445. You cannot say that they are in any sense a mischief or a nuisance?—Oh, no, I think not; I think the reverse, because they are the means of those people getting a cheap lodging, without which they would be sleeping in the streets.

9446. And in London, at all events, the common lodging-houses are very well administered, I think?—Yes, very well.

9447. Have you any free shelters in your district, any like Medland Hall?—No; no free shelters.

9448. I mean free sleeping shelters?—No; the cheapest we have is the Salvation Army; they charge 2d.; I do not know of a free one.

9449. There are some, but not in your district?—Not one in my district.

9450. You would, I take it, as a matter of principle, be opposed to free shelters, as you are to free food?—Well,

I do not know altogether about that; if there were free shelters, probably these people would go to them instead of sleeping on the streets or in outhouses.

9451. What is the harm of a man sleeping on a bench on the Embankment?—Well, I do not know that there is any particular harm; of course he monopolises the seat; that is the only thing you can say.

9452. (Captain Eardley-Wilmot.) There is plenty of accommodation at that time of night?—Both night and day; you will see them sleeping in the daytime as well as in the night.

9453. (Mr. Davy.) And he belongs to a very degraded class?—Yes, sir.

9454. And sleeping on these benches makes it easier for him to continue his mode of life?—It makes it rather awkward for respectable people to go and use those seats.

9455. On account of vermin?—Yes.

9456. To your knowledge, do the police exercise any supervision over the people who sleep in the day-time in St. James's Park and lie about there?—All they do is probably to wake them up and tell them to move on.

9457. (Captain Eardley-Wilmot.) Do they do as much as that?—They cannot legally, but they do it all the same.

9458. (Mr. Davy.) Can you wake a man up?—We cannot legally, but we do. If a man says "Well, I am not going to move," then we are powerless; we can do nothing more.

9459. Do you think that is a satisfactory state of the law?—Well, I should scarcely say it is, sir.

9460. You are of opinion that the police ought to have some more definite authority over free food and free shelters and that sort of thing?—I do not know about free food and free shelters, but I do think with regard to these people sleeping in the open, or on those seats and in outhouses, they ought. When we find people asleep in outhouses we take them into custody, because they might be on the premises for some unlawful purpose. It is difficult to deal with them if they have money on them.

9461. Do you charge them with being on premises for an unlawful purpose?—Sometimes, but something might turn up that we are satisfied that they only went there to sleep, and then we charge them with that offence, provided they have no money on them of course.

9462. But taking them on the other charge gives you an opportunity of searching them?—Yes, it does, sir.

9463. I suppose the difficulty is to search to see if there is any money on them?—That is so; we have no power to do that, as a matter of fact.

9464. Might you not say to a man "I am going to apprehend you for sleeping out, unless you can produce some money"?—Well, then he would be sure to say he had money, so that we should not be able to do much in that respect. A man would say "I have got some money, I do not want to go into the lodging-house, I prefer to sleep here."

9465. He might on sanitary grounds prefer to sleep out?—Yes, sir.

9466. (Mr. Simpson.) Suppose a man wants to break into a house, and has got into the outside premises, if he hears a policeman coming, he will probably pretend to be asleep when the policeman comes?—Yes, he might.

9467. And the policeman in the first place can only take him for sleeping out, I suppose?—Well, that depends; if he were going to break into a house, he would probably have some instrument about him.

9468. But you do not know whether he has got a jemmy until you have arrested him?—If the policeman found a man under those circumstances he would ask him his business, and probably say "Now what have you got about you?" and perhaps feel his pockets. If he found a screw-driver or something of that kind about him, he would take him into custody for being on enclosed premises with house-breaking implements in his possession.

9469. So I suppose you convict a good number of people during the year under the Prevention of Crimes Act, for being on premises for a felonious purpose?—Oh, yes, we get a good number of them.

9470. I suppose a good number of those are really sleeping out cases?—No, as a rule they are not of the vagrant class; very few of them are, as a matter of fact.

9471. The constable on duty may know the man by sight as an old thief, may he not?—Yes, that is so, but we find as a rule these vagrants are not thieves, except that they will do any petty little thieving of anything they can lay their hands on easily; they will not go and break into a house; they do anything of that sort very seldom.

9472. But there is a great deal of petty thieving by the cab runners; they will steal if they can?—Petty thieving, but not any such thing as house-breaking.

9473. Petty thieving may mean taking a purse or a chain?—But they are not clever thieves; they will steal anything if they can pick it up easily without any trouble.

9474. Larceny from the person is not a thing that is committed very much by tramps, do you think?—No, I think not, because it requires some little skill to pick a person's pocket without detection.

9475. When you run in a man for begging, would the police of the division usually know the man as an old beggar?—Sometimes.

9476. Are they finger-printed?—No.

9477. Beggars are not finger-printed at present?—Oh, no, sir.

9478. Do you work in connection with the Mendicity Society?—Oh, yes.

9479. I suppose their officers know a great number of beggars?—We send particulars to the Mendicity Society on a form which is supplied for the purpose of every beggar convicted or in custody.

9480. What does the society do with that information?—Well, the society have officers who attend the different courts, and they frequently identify these persons as old hands at begging, and give evidence of their former convictions.

9481. Their officers attend the courts, but they do not act as policemen or look about the streets for vagrants, do they?—Sometimes they do. If they see an old hand begging, they will call a constable and give him into custody.

9482. So that would be a case in which you are helped by a member of the general public, if one may so call the mendicity officer?—He is an officer something like a policeman, acting in the same capacity.

9483. I suppose he is paid by the society?—Yes.

9484. Apart from that private individuals do not do much, I think you say?—Very rarely; we very rarely find a case, unless a householder gets very much annoyed by someone, and then they do it on the spur of the moment.

9485. What would you think of finger-printing beggars so that you would have an easy way of identifying a man if he had been convicted before; do you think it is worth while?—I scarcely think it is; there are so many of them and you see they travel the country so much.

9486. I mean it would be general all over the country, as a way of putting down vagrancy?—I should scarcely think it is worth the trouble.

9487. Do you suppose the magistrates, if they were aware of a long list of previous convictions, would give a much heavier sentence?—It is very seldom they give more than a week at the utmost, and if it is a first offence they generally say one day, and that means discharge at the rising of the court.

9488. Then if you found from the records all over the country that a man had been convicted twenty or thirty times for begging, I suppose they would give him a longer sentence?—That would mean in every case that a prisoner charged with begging would have to be remanded for enquiry into his antecedents, and they do not remand them as a rule; the man is taken into custody say this evening, and would be dealt with to-morrow morning, because the evidence is complete in itself as a rule with regard to begging.

9489. Whether the magistrate knows much of the man's antecedents depends upon whether the policeman who has actually arrested him knows him, or whether a

mendicity officer recognises him?—Yes, or very often *Mr. Thomas Cole.*
the gaoler at the court identifies him.

9490. The Metropolitan police make careful enquiries before granting a licence to a pedlar?—Yes, sir. 18 July 1905.

9491. But if a pedlar comes from another district already with a licence, do they renew it pretty readily?—Yes, sir.

9492. I suppose you do not make the same enquiries when renewing the licence?—Oh, yes, we do; the fact of his having a licence from a constabulary district assists very much; according to the Act he must reside in a place a month before he can be granted a certificate.

9493. Do you find licences in other districts have sometimes been granted in a very easy way?—Well, of course, I cannot say with certainty, but I am rather afraid it is so in some of the country districts.

9494. Do you find, for instance, that men whom you have run in for criminal offences have had pedlars' licences?—No, I cannot say that I do, but I am afraid there is not the strict enquiry made into their character in some of the country districts that there is in the London district.

9495. Probably they have not so good an organisation as you have for enquiring?—No, sir.

9496. Have you in your division had any difficulty with coffee stalls open at night?—We frequently get complaints from the inhabitants about them.

9497. Do you think those complaints are at all well founded?—Well, the noise that takes place frequently at these coffee stalls must disturb the people in their rest; there is no question about that, and we frequently try and shift coffee stalls to some place where they are not likely to cause that nuisance to people.

9498. Man can get hilarious over coffee just the same as over beer?—Well, it is not always that; perhaps they get hilarious over beer before they come to the coffee stall.

9499. After the public houses are closed they gather round the coffee stalls?—That is so.

9500. I suppose they meet a real need in the case of the men who have to go to work very early in the morning?—Oh, I do not think so. They open at the time the public houses close.

9501. Do you think there is any genuine need at all for a coffee stall between, say, 12 and 2 in the morning?—I do not; I should think even a later hour than that, 3 o'clock, is quite soon enough for a coffee stall. Very few men are out going to work before 3 in the morning; printing offices we know are leaving off, but then, as a rule, the men from these are going home on leaving their work, and they do not want to remain at a coffee stall.

9502. Some of the stalls are open all through the night, are they not?—Oh, yes, the majority of them.

9503. And they do not require a licence?—No, sir.

9504. They are not refreshment houses?—No, they are on wheels; they are movable things.

9505. Refreshment houses have to get a licence?—If they keep open after ten o'clock.

9506. How soon can they open in the morning?—Four o'clock. One hour earlier than the public houses.

9507. Is not that rather hard on the refreshment houses?—Not at all; they have only to go to the excise authorities and they are granted a licence at once.

9508. It is only an excise licence; you have nothing to do with it?—Nothing at all; they simply go to the excise authorities and take out the licence.

9509. (*Sir William Chance.*) The class of persons to whom you have been referring are those who may be brought within the Vagrancy Act?—Yes.

9510. Do you know anything about the class of persons who frequent casual wards?—I should take it they are of a similar class, the majority of them.

9511. You think they are of a similar class?—There may be a few who are going about the country trying to get work, but very few.

9512. I am talking of London now; you think there is not much distinction between them?—They are of the vagrant class, I think.

9513. Have you ever visited a casual ward?—No.

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9514. You have no power to visit, have you?—No, sir.

9515. Do you think it desirable that the police should have power to visit the casual wards?—I do not think any good would be done by it; they are under the charge of very good officers.

9516. Would it not help identification?—If we identify the casuals no good could arise from it; they are committing no nuisance in the casual wards.

9517. (*Dr. Downes.*) You think the shelters may be beneficial, because they help to clear the streets of undesirable characters?—Yes, I think so.

9518. Now, do you think that these persons who frequent the Embankment at night are undesirables?—The majority of them are, sir.

9519. Might not that be a danger to people passing along the Embankment at night?—Well, there is not much danger; a few probably would molest the respectable people passing by; in fact it has happened, we know, on the Embankment.

9520. That they do molest respectable people?—Yes, in the way of begging and so on.

9521. And there have been cases of infamous charges being brought against people?—Yes, and there have been several cases where they have really attacked people and robbed them, but these are very rare.

9522. But still they exist?—Yes.

9523. And of course they might increase?—Yes, sir.

9524. Have you got more police on the Embankment in consequence of those people sleeping out there?—No, we have not; you see we get vagrants in other parts as well. The beats on the Embankment are rather short, so that the constable is frequently passing.

9525. Have you had experience of other parts of the Metropolitan district?—Yes, sir.

9526. People of that sort would be a danger in an outlying district, would they not?—I should think they would be in the summer, at any rate; during the winter we should probably get them back here again.

9527. Can you suggest any more stringent powers that would be useful to the police in dealing with them?—No, the only thing would be to make it an offence for them to sleep out at night, whether they have means or not.

9528. Their sleeping out appears to be a possible public danger?—Yes, sir.

9529. As regards the use of a way-ticket would there not be a danger that it might be regarded as a licence to continue the vagrant life?—It is open to that construction.

9530. There ought to be some limit of time?—We would then get a better supervision over them.

9531. Do you think that the way-ticket should be limited in time, that is to say, if the man did not get work in a certain time, the ticket would lapse?—There are some who would never get work.

9532. Would you let a man wander about for ever with a ticket?—Probably not, but it requires some discrimination with regard to the issue of such tickets.

9533. (*Sir William Chance.*) What is your idea of the

way-ticket in London?—Well, I do not exactly understand the working of it.

9534. What is in your mind as to what the way-ticket is?—Why, it is to enable a man to attend these places, and get accommodation at night for sleeping. The ticket would enable him to go to a shelter and get accommodation there.

9535. From whom would the man get the ticket; from the police?—That would be going back to our old system. There was a time when the police used to issue tickets for people to go to the casual wards, and that was abolished some years ago; it was found objectionable then.

9536. That is how the way-ticket presents itself to your mind?—Yes.

9537. (*Captain Eardley-Wilmot.*) You told us about the men sleeping on the Embankment being a danger to the public; but is it not a fact that people who have designs on travellers choose secluded spots where there is nobody about; for instance, in the parks?—Yes; there are many places, but not along the Embankment.

9538. The fact of the men being there would almost be a source of safety to the passer-by, because I should not think the wrongdoer would select a spot where there were men sleeping all about?—I am afraid those men who sleep on the Embankment, if they saw one of their comrades doing something wrong, would not interfere to prevent him.

9539. But there might be some of them who would answer a call for help?—I am afraid you would not get these others to go to the help of a respectable person.

9540. I should have thought the highwayman would be rather shy of a thickly populated district like the Thames Embankment?—We have had a few cases occur.

9541. A very few cases?—Oh, they are not many.

9542. But compared to solitary roads, the Embankment would not be so dangerous?—Well, we generally find someone passing along the Embankment, that is, within a reasonable time.

9543. (*Captain Showers.*) Do you think if there were more uniformity in the sentences for vagrancy: that is, if the magistrates made up their minds to give, say, three weeks in all cases, it would act as a deterrent to vagrants?—I think it would do a lot of good.

9544. Do you not think that if vagrants were fingerprinted with a view to previous convictions being proved against them, that also would prove a deterrent to vagrancy?—Yes, probably it would, but as I said before these persons are now generally dealt with next morning.

9545. If you had to find the previous convictions, a man would have to be remanded for a few days?—Yes.

9546. Suppose a vagrant is run in at night, do you feed him that night, if he is in want of a meal?—We do.

9547. And you give him a breakfast next morning?—Yes.

9548. What sort of meal do you give him?—It consists of a pint of coffee and bread and butter.

9549. And the same thing in the morning?—And the same thing in the morning to the cost of 3d.; the cost varies; in some districts they pay 4d. for it; we get it at Bow Street for 3d.

9550. In the provincial districts it is supposed to be three meals a day at 4d.?—Yes, that is so.

Mr. J. MULVANY, Superintendent of the Whitechapel Division of the Metropolitan Police, called; and Examined.

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9551. (*Mr. Davy.*) You are in charge of the Whitechapel division?—Yes.

9552. What borough does that include?—The borough of Stepney. That is the whole of the old parishes of Spitalfields, Whitechapel, Mile End (Old and New Towns) and Ratcliff.

9553. What is your procedure with regard to persons found begging?—We arrest them, if the evidence justifies it, and if we find that they are actually begging.

9554. What sort of sentence do they get?—Well,

I think, sir, that would entirely depend upon the circumstances of the case, and upon the individual begging. For instance, if it was a man who said he was out of work the magistrate would probably consider what he said; if he was an old beggar then he would probably be punished.

9555. What is the maximum sentence that is given?—As I said, it entirely depends upon the circumstances. A beggar sometimes gets seven days, sometimes gets fourteen days, sometimes a month, and sometimes in the case of foreign beggars the magistrates have exercised their

discretion, where the man has agreed to it, and he has been sent back to Russia, for instance.

9556. What police courts have you got in your division ?—The Thames police court in the division, and we also send cases to Worship Street police court.

9557. Do you find the sentences for begging pretty uniform ?—Yes, sir, I should think generally so.

9558. Now what do you do with regard to children found begging ?—We take them before the magistrates, and they are invariably disposed of in a different way ; they are sent to industrial schools.

9559. Are they as a rule sent to industrial schools ?—As a rule.

9560. What is the difficulty in charging the persons who sleep out ?—The difficulty is in proving want of means.

9561. Visible means of subsistence ?—Yes, we are required to prove that they have no means of subsistence.

9562. Do you ever make a serious attempt to find out whether they have visible means of subsistence ?—Yes ; sometimes these people are asked to go into the workhouse, and why they remain in the streets. They will not go into the workhouse.

9563. Does the magistrate sometimes discharge them on a promise of going into the workhouse ?—Invariably, sir.

9564. Do they ever go into the workhouse ?—They promise to do so, but my experience is that they never keep their promise.

9565. Yet the magistrate continues to discharge them on receipt of that promise ?—That is the general practice ; they are discharged on promising to go into the workhouse.

9566. Spitalfields is in your district, is it not ?—Yes, sir.

9567. There you have a very large number of persons sleeping out ?—That is so.

9568. They sleep out on the staircases, do they not ?—They sleep on the staircases of buildings, and anywhere they can get ; they are a peculiar class, a very dirty class of people.

9569. And the staircases on which they sleep are pretty dirty ?—We do not patrol the staircases ; the buildings are private property ; we do not patrol there, sir ; sometimes we find these people sleeping there if we are called to the place.

9570. Why should you be called there ?—The resident would call us.

9571. If he complains, you interfere ?—If he complains we would remove the people as trespassers.

9572. If he does not complain you do not interfere ?—No, because we do not patrol ; we have no right in private buildings.

9573. Do you think that is a satisfactory state of things ?—Personally, I do not think so.

9574. With regard to free shelters, I think you have in your district Medland Hall ?—Yes, sir.

9575. There a man gets free shelter and a certain amount of food ?—He gets shelter and food.

9576. Now what class of men frequent Medland Hall ?—I should think they are the regular vagrant class.

9577. Able-bodied ?—Many of them I know to be able-bodied men, for I have seen them repeatedly.

9578. Do men go there continuously ?—Well, to an extent they do. I have a report here as to the Hall ; it shows that 2,489 of those persons were received in the Hall from nineteen to twenty-four nights during the year.

9579. I see that out of 8,500 men received during the year only 337 were sheltered for one night only ?—Yes.

9580. 2,489 were sheltered from nineteen to twenty-four nights, and 444 for a period longer than a month ?—Yes.

9581. That means that a considerable number of men habitually frequent Medland Hall ?—Habitually frequent the place.

9582. Have you any other shelter in your district ?—There is the Crispin Street night refuge.

9533. Is that run on the same lines as Medland Hall ?—It is a philanthropic institution ; I do not know how it is run.

9534. Is there any other ?—Bedford Institute ; that is connected with the Church people ; they give free meals.

9585. And do they give free shelter there ?—They give free meals and shelter.

9536. You have those free shelters in your district, which includes, as you say, the borough of Stepney ?—Yes, sir.

9537. Now are you surprised to hear that on the night of the 17th February last the county council officers found in the borough of Stepney 303 men and 116 women homeless ?—No, I am not surprised to hear it.

9588. It is a pretty well recognised thing ?—Yes.

9539. So that the shelters do not take in all the homeless persons in your district ?—No, sir, because there are so many shelters in this district that, as night falls, particularly in the winter time, all these persons congregate in this locality.

9590. Is the effect of the shelters to attract that class to your district ?—Certainly, sir ; frequently at Medland Hall and these other places there are more persons assembled than can be accommodated.

9591. Is it not a fact that you see, for some hours before Medland Hall is opened, a long line of men waiting for admission ?—That is so, sir.

9592. Those men are pretty much of a class, are they not ?—Yes.

9593. Hopeless vagrants ?—As a class they are.

9594. Now what is your opinion of the life of a hopeless vagrant ; what does he do ?—Well, he is a man who, in the summer time, perhaps, is invariably found in the country ; in the winter he is more in London than in the summer ; he gets a few pence together by any means he can, either by begging, or wandering about the better parts of London, holding a horse, or carrying a bag, or something of that sort, and makes for the free food shelters at night.

9595. The existence of these men is quite aimless ?—Certainly, sir. Many of these young fellows that I see at Medland Hall lead an absolutely aimless existence.

9596. Do they ever attempt to do work of any sort to your knowledge ?—Not to my knowledge.

9597. In your opinion is the tendency of the shelters to attract other men to this life ?—Well, if a man found himself in necessitous circumstances, it would have a tendency to attract him. I do not think it would attract a man if he had any other means of existence, from the very fact that he would not care to associate with these people.

9598. But once associating with them, I suppose he would become one of them ?—Once associating, I am afraid he would soon mix with them, and be dragged down to their level.

9599. Now what in your opinion is the harm of allowing these people to lead that sort of life in London ?—Well, beyond doing a great deal of harm to themselves, there is the fact that they become dirty and filthy in their habits, and they are a source of danger to an extent to the public from that. For instance, we find them in the public gardens, in the warm days in winter, and the hot days in summer, and we find such places are diverted to an extent from the use for which they were intended.

9600. Do these people remain on the streets till they come either into the hands of the police, or into the workhouses ?—That is so, sir, particularly in the neighbourhood of Whitechapel ; there are numbers of men and women there who are in a very filthy condition.

9601. Should you say that a great many of this class of vagrant were unfit to be at large ?—I do say so, sir ; I have seen many of them, men and women, particularly in that neighbourhood.

9602. Is it your experience that there are some of them not quite sane ?—Certainly, sir.

9603. Just a little bit wrong ?—I do think so.

9604. And they gravitate down to the very lowest

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Mr. J. Mulvany. condition of filth?—That is absolutely true, and I might add that the medical officer of the Whitechapel infirmary, Dr. Lardner, could throw a great deal of light on that.

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9605. The return you have furnished shows that during 1904 in the Providence night refuge over 47,000 free meals were given?—Of that number 22,268 were to females.

9606. At the Bedford Institute 16,010 free meals were given?—Yes.

9607. At the League of Charity 100 dinners daily?—They charge $\frac{1}{2}$ d. each for those; about 500 free teas were given on Sundays.

9608. At the Salvation Army shelter in the Whitechapel Road they gave 50,115 free meals during 1904?—That is for the six months ending June.

9609. Does that distribution go on still?—Yes, there is a certain amount still distributed.

9610. I thought they stopped it in the summer?—At Medland Hall they give tickets away. I might add as regards Medland Hall, that those people that they cannot relieve by taking in, they give tickets to; they can have bread and butter, and a ticket to come back in the morning for breakfast or something like that.

9611. Are those included in the 8,512 free meals given in the return?—Yes, that number were actually taken in during the year.

9612. So that a loafer in your district can practically get free shelter and free meals, or if he cannot get free shelter can get an opportunity of sleeping out without being interfered with?—That is what it comes to, sir. Those people pretty well know the law, and they take the precaution to have a half-penny or a penny upon them; they will ask you for a half-penny on the streets to get their night's lodging, something like that.

9613. (*Mr. Simpson.*) Have you known any case of a man who has lived on free meals, and afterwards been able to regain his position as a decent working man?—No sir, I have not; I have no personal knowledge of those people; I would not be likely to know that.

9614. Do you think it would be fair to say that the percentage of people who have been saved from starvation by a free meal, and afterwards have been able to become fairly decent working men, is very small indeed?—I should think so, sir.

9615. Practically nil?—Practically nil.

9616. Have you any difficulty about coffee stalls in your division?—No, very little difficulty. Of course, where they are in the streets, undesirable people congregate about them in the early hours of the morning. The coffee stall is not really wanted until about four o'clock in the morning.

9617. You do not think so?—No.

9618. But if undesirable characters congregate there it is easier to keep supervision over them than if they are wandering about the streets?—Well, of course, the undesirable characters will congregate about the coffee stalls, and persons using the coffee stalls use it at certain risk. We frequently find cases where persons are robbed on leaving a coffee stall.

9619. (*Dr. Downes.*) You get some rather bad crimes occasionally in the neighbourhood of coffee stalls?—Yes.

9620. (*Mr. Simpson.*) Still those crimes are very exceptional?—Yes, sir. But the coffee stall offers a pretext for the prostitute and her bully to remain there on the pretence of getting refreshment; otherwise if they were standing at the corners of the streets together, they would be moved away.

9621. Under what circumstances do you usually arrest people for begging in your division?—There is not very much of it, sir; you find them begging from house to house sometimes, and sometimes the constable can establish the fact that they were begging, but it is rarely we can get anyone to come forward and corroborate him.

9622. I suppose you never arrest people for begging on someone's complaint; you do not run them in unless the police see them, I suppose?—Unless a gentleman gives a man in custody for begging.

9623. But it is very rare that that occurs?—It is very rare that that occurs, in our neighbourhood particularly.

9624. Do you suppose the people who take advantage of free shelters and free distribution of food do get a fair amount of money by begging in your district?—Well, no, sir, I do not think they get much there.

9625. You think they go elsewhere?—They go elsewhere; I should not think they get much money; I should not think their object is to get much, as long as they get a few pence. My idea is that that would be sufficient.

9626. The distribution of food occurs at night, does it not?—Yes.

9627. And the men who get it probably are not doing any honest work; how can they get their food during the day except by begging?—Well, probably that is how they would get their food.

9628. Do you suppose these men are able to get drink, too?—No, sir, I do not find many of these people that assemble to get into the shelters are drunk, or under the influence of drink. It is very rarely we find that, but we have found cases.

9629. It is just a miserable kind of existence?—Yes.

9630. You took a census of vagrants on the night of Friday, the 7th July?—Yes, sir.

9631. How many did you find there were in your division?—There were 447 men and 54 women found in common lodging-houses, out of a total of 5,973 persons who could be lodged in the common lodging-houses in the division.

9632. Do you mean that there are beds for that number?—There are beds for 5,973 persons.

9633. Do you happen to know how many persons there actually were in the common lodging-houses that night?—In common lodging houses on that night there were 4,302 men and 687 women, and of those we say that 447 men, and 54 women were vagrants.

9634. Many working men use these places, do they not?—Yes; a number of those persons who live in the common lodging-houses that we have not included as being vagrants were men who get their living in the day time by all sorts of means; they are labourers, dock labourers, itinerant traders of all sorts, men selling toys about the streets, and newspaper lads.

9635. Rather a large proportion live in common lodging-houses in your division?—We have a very large common lodging-house population.

9636. Do you visit the lodging-houses much?—Well, no, sir. They are under the London county council now.

9637. You have not often occasion to go in?—No, very rarely.

9638. And you do not see any particular reason why you should?—No, sir.

9639. They are well situated for the requirements of the population in your district?—Yes, they are well looked after by the county council.

9640. (*Sir William Chance.*) You proceed under the Vagrancy Act, 1824, in regard to that class of persons you have been referring to?—Yes, sir.

9641. And, as to the children, under the Industrial Schools Act, 1866?—Yes, sir.

9642. Now is there any way in which you would think the Vagrancy Act might be usefully extended; do you think it meets all possible cases?—No, sir, the paragraph under which we have to prove that the person has no means is rather difficult of enforcement.

9643. You think the Act should be amended, at any rate, in that respect?—Well, I thought so; if a person is found in the streets at night sleeping out, unless he can give some reasonable explanation why he is doing so, he should become amenable to the law, without requiring us to prove that he had no other means. When he produces it, it is held to be means.

9644. Do you think that the Act requires amendment in any other way?—No, sir.

9645. You think it gives you the necessary powers?—Well, as I said, I thought some competent authority should have power to deal with these persons in the street, who are certainly not responsible for themselves, on

account of their filthy condition; many of them remain in the streets practically until they die; they come into our hands as persons ill and destitute; then we take them to the infirmary.

9646. You think they ought to be dealt with before they get into that state?—I have often thought that some authority should have power to deal with such people, even from a medical point of view; for instance the borough medical officers; power should be given to somebody in that direction.

9647. That is for the good of the people themselves?—For the good of those people themselves particularly, and for the general public too, I would suggest. As I have said, the medical officer of the Whitechapel infirmary could tell you of the very dreadful condition in which many of these people are admitted when they are brought to him by us.

9648. You think there ought to be some authority to which those people should be referred by the police?—There should be some power to remove those persons from the streets.

9649. Now supposing you met a man whom you knew to be a confirmed vagrant going along the street with children, have you any power to act in a case of that kind under the Industrial Schools Act—supposing you know the children are evidently leading a vagrant life?—That is the difficulty; when you meet them, you probably know nothing about them; you have never seen them before in London, and a good deal would depend upon the age of the children.

9650. But do you think there should be some power to call upon that man to give some explanation as to why he is travelling about with these children?—Yes; let him explain to a magistrate why he is about the streets at night with the children.

9651. He should be required to show that he is a proper person to take charge of the children?—Yes. We found three upon the night this census was taken, but they were sixteen years of age.

9652. And you knew they were really being trained into a bad life?—Well, we had no evidence that they were doing anything for which we could bring them before a magistrate.

9653. But you suspected very strongly that no good would come to them?—That no good could become of them by wandering about the streets.

9654. Do you know anything about the casual wards in Stepney at all?—No, sir.

9655. You do not visit them?—No, sir.

9656. Do you think much the same class of people resort to the casual wards as you have to deal with outside?—I am rather of opinion that many of those people who go to Medland Hall would not go to a casual ward if they could help it.

9657. Why would they not go to the casual ward?—Because a small task is asked of them before they leave.

9658. Have you noticed the class of people who stand round a casual ward door waiting for admittance?—Yes.

9659. Have you noticed among these any that you know frequent the shelters?—No, I cannot say that; I never observed anybody that I have seen outside Medland Hall.

9660. Do the casual ward frequenters appear to be the same class of people as those to whom you have been referring in your evidence?—I should think the people who frequent the casual wards are rather people on tramp; people who are passing through London.

9661. Do you think they make the casual ward their home?—They come regularly; they go from place to place and pass through.

9662. We have had evidence that the casual ward population of London is on the whole a different class from the class which is outside?—Yes, I thought so

myself. The people who go to the shelters would not, I think, go to the casual ward if they could help it.

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9663. Why do you think that?—Well, for instance, they would be required to have a bath; I think many of the people who go to the shelters would be rather averse to that.

9664. So it would appear that it is a worse class of people who go to the shelters?—A worse class of vagrant, I would say.

9665. (Dr. Downes.) The ordinary class of working man does not hang about the coffee stall, but drinks his coffee and passes on?—Yes.

9666. The stall is of use to him?—It is of use to him, but the *bona fide* working man you would rarely find standing about a coffee stall at one o'clock in the morning.

9667. It is not the coffee stalls, but the people who congregate round it, who are the nuisance?—Yes.

9668. There is a certain amount of horseplay going on?—Yes, sir.

9669. A great many of the coffee stalls have been done away with of late years?—I take it there are not so many now as there were some years ago.

9670. Amongst these street loafers at night, there is a certain number of prostitutes, I suppose?—Yes, sir.

9671. And do they attract gangs of lads in your district; lads who have homes, and who ought to be in bed instead of hanging about a coffee stall?—They attract young men.

9672. They are ready to get up to mischief?—Yes, sir; they are always ready for anything that comes along in that way, of course.

9673. That may be a public danger, I take it, in certain cases?—To an extent, sir.

9674. Would you be in favour of a system by which the habitual vagrants and loafers could be identified, such as by an extension of the finger-print records?—Yes, I should think it would be a very good idea.

9675. If it were made universal, it would be useful in dealing with them in other parts of the country?—Yes, it would be a very good idea.

9676. (Captain Showers.) Do you think the way-ticket system would be a deterrent to vagrancy?—I have no knowledge of it, but I should think it would be a good system if carefully administered.

9677. As a rule, the sentences on vagrants are very short, are they not?—Yes, as a rule.

9678. Supposing the magistrates made up their minds to inflict heavier sentences in such cases, do you not think that would be a deterrent also to vagrancy?—Yes, I am sure it would, sir.

9679. (Chairman.) Do you think it would be advantageous to create by law a class of habitual vagrants as we have created a class of habitual drunkards; the habitual vagrant would be a man who had been convicted so many times, say, within a limited period, and would probably be the case to send to a labour colony; do you agree with that?—Yes, I quite agree with that.

9680. The labour colony is not a place to send a man to who has only been convicted for a first time of vagrancy?—No.

9681. Do you think that if you had a way-ticket system in force in the Metropolitan area, that would be such a means of identification that it would, to some extent at any rate, make vagrancy a less comfortable condition of life than it is at present?—Yes, I quite think so.

9682. As a means of identification you think it would be advantageous?—I think it would.

9683. With regard to short sentences for vagrancy, do you think that a sentence of seven days has the slightest effect in deterring a man from going on with his life of vagrancy?—Not the least.

Mr. WILLIAM VALLANCE, called ; and Examined.

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9684. (Chairman.) You were clerk to the Whitechapel guardians for thirty-four years ?—Yes.

9685. So that you have a pretty good experience of the London vagrant ?—Within the Whitechapel area.

9686. Previous to that, you were clerk to the Braintree guardians ?—Yes.

9687. I suppose the vagrant in Whitechapel is as low a type of vagrant as you will find in London ?—The vagrant in Whitechapel is typical of the casual poor person in London. It may or may not be that the poorest of the poor resort to the vagrant ward ; at the same time there is the idle loafer who might work if he would, who resorts to the casual ward, but who is content with the treatment that he receives there, by reason of the freedom that he has when he leaves the ward.

9688. I take it that class of man resorts to the particular casual ward where there is less expected of him in the matter of task ?—There can be no doubt that preference is given by the casual pauper to those wards which are least repressive in their administration.

9689. And probably if there was a better diet, that would rather guide him in his choice of the casual ward ?—I believe that the diet is fairly uniform throughout London.

9690. Well now, with regard to the present casual ward system in London, are you satisfied with it, or do you think it should be amended ?—No, I am not satisfied with it ; I am not satisfied with the associated ward, and I am not satisfied with the cellular ward. I think the associated ward admits of a freedom of intercourse between the vagrants, which is very corrupting to the better disposed. At the same time, I am not free from doubt whether the other does not partake too much of a penal character with its separate cells for sleep and work ; and whether for the purpose of dissociation, some modified form of separation may not be possible. This should, of course, be sufficiently protective to the *bona fide* wayfarer—however rare he may be—and, at the same time, deterrent to the habitual vagrant. At all events, we should not lose sight of the fact that no form of relief can be successfully adopted which does not carry with it the support of public opinion. With regard to the structural arrangements of a casual ward, my own inclination is in the direction of a simple oblong building with open iron staircases in the centre leading to galleries on the longer sides, opening to which would be small sleeping cabins, whilst on the ground floor might be ranged a series of cubicles for work. These would be sufficiently open to ensure supervision and sufficiently separated, the one from the other, to prevent the corrupting effects of association. The best instance within my knowledge of this arrangement is the workhouse on Blackwell's Island, New York ; but a form of it can be seen at the Well Street sailors' home, Whitechapel. The ends of this building would be retained for light and ventilation, apart from a lantern roof. Then, with regard to the task of work enforced in a casual ward, I am of opinion that corn grinding would be found preferable to stone breaking, or oakum picking. The product would be distinctly useful and the task could be made one of time rather than quantity, and so be adapted to every capacity ; whilst the non-habitual might be employed in the various household duties of the ward.

9691. Corn grinding, I take it, would be done by a crank ?—No, sir, corn grinding by a separate mill, which would only require a dressing machine to take away the bran afterwards, when you would have a product capable of being mixed with the ordinary flour of the workhouse and made into bread. Wood chopping could be carried on in the same way.

9692. Yes, but in a large casual ward would you have sufficient occupation ; would you not grind more meal or flour than was necessary ?—Not sufficient, I should say, for the workhouse.

9693. And for each man there would be a separate little mill ?—A separate mill ; they are made for the purpose. They are already made and used in many workhouses.

9694. Are they very costly ?—No, I cannot say exactly ; perhaps £3 or £4.

9695. In a large casual ward, of course, that would come to something considerable ?—Multiplied by say seventy or eighty, or whatever it may be, as a capital expenditure, it would not be large.

9696. And you think you would get out of that something satisfactory in the way of remunerative labour ?—Yes.

9697. Have you had any experience of a task which we have been told is in force in some places, viz., stone pounding, in a sort of pestle and mortar ?—I have never heard of it ; I have no experience of it at all.

9698. We are told that in some cases a good price can be obtained for the product ; one advantage of the task is that you need not have any expert knowledge of it ; it is not like stone breaking, where a clever man can always break twice as much as a novice ?—It is apparent that stone breaking is an occupation that you could not put certain men to ; for instance it would not be fair to put a watchmaker to stone breaking.

9699. Have you anything to suggest with regard to the dietary in a casual ward ?—I think the dietary should be certified medically to be sufficient for the maintenance of health.

9700. Is it adequate now, as far as you know ?—I am not free from doubt on the point.

9701. With regard to the shelters in the Whitechapel district, have you inspected them yourself ; do you know their condition and the condition of the people who frequent them ?—I have visited them, but I have not paid any recent visit. I look upon them as a considerable evil in the district ; I might say that I formulated for the acceptance of my guardians a resolution on the subject, and this resolution which I drafted represents my views in a few words : " That apart from the injurious results to the district of large incursions of casual poor, attracted from all parts of the country by advertised provision of cheap or free shelters, the moral and physical results to the poor themselves are still more disastrous. No organisation, however complete, can carry out a work of restoration and redemption in perpetually moving crowds of squalid poor, while the shelters themselves make more easy an idle vagrant life, and offer no real solution of the problem of labour and relief."

9702. Have you frequently visited shelters at night and seen the class of people there ?—I have not.

9703. Then you are acting more on the intelligence of other officials with regard to that ?—Yes.

9704. But you are satisfied that the shelters are not, we will say, an unmixed good ?—I am satisfied that they add to the congestion and difficulties of a very difficult district by attracting the country loafer.

9705. What shelters are you now speaking of mainly ?—Well, there are four Salvation Army shelters ; a small Church Army shelter, Dr. Barnardo's shelter for women in Dock Street, another in Commercial Street, the Tenter Street East philanthropic shelter, and three other small ones.

9706. Those are all in your district ?—Those are all in our district.

9707. If those were not in existence, what would become of the people who are using them ; would they be elsewhere than in the Whitechapel district ?—They would probably be elsewhere than in the Whitechapel district.

9708. You think that these people are attracted into your district by the fact of the existence of the shelters ?—I do.

9709. I suppose they are all destitute people who would have to be dealt with somewhere ?—I may say this, that a shelter is a very useful provision in connection with any philanthropic effort on behalf of what has been termed the submerged tenth. A man or woman can be received temporarily, pending arrangements to get them on to their own feet. If it is part of a system of reclamation, then nothing in the world can

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be said against it, but if it is to be merely a cheap casual ward or a cheap lodging-house, well, then it is not an unmixed good.

9710. The shelters you refer to are all places where persons are taken in for the night?—Yes.

9711. And not only where they can get a meal and are passed on?—Oh, no, these shelters are places to which certain classes resort as a matter of course. They can lead an idle life in the day time, pick up a few pence, which is quite sufficient, and then they can get into the shelter at night. They are thereby attracted to an idle life.

9712. Are there many men and women who habitually use those shelters in Whitechapel night after night?—Yes.

9713. It is not a question of going for one night and passing on somewhere else?—In many cases it is not.

9714. There are some who habitually use the shelters night after night?—They might use the shelters night after night for ten or twelve nights, and ring the changes—go to others.

9715. Have you any suggestion to make as to what should be done with the class of people who use the shelters?—In the absence of the shelters we should not have the same migration of these classes and the congestion of these classes in London; they would be dealt with in the districts from which they come in a much more effective way by the general operation of the ordinary Poor Law.

9716. Do you mean they would go to the casual ward which was nearest to them?—No, the districts from which they come are districts in which they would have a legal right to relief when destitute. They become vagrants by the voluntary act of coming to London.

9717. But if they had not money to go to a common lodging-house and pay for their bed, and there was no shelter, they would probably either sleep out or have to go to the casual ward?—These persons come from a district in which they have an abiding place; in that abiding place they would not go to the casual ward, but if destitute they would apply to the relieving officer in the ordinary way for relief in the workhouse, and they would be dealt with as ordinary paupers.

9718. That would be, of course, if they were at their place of residence?—Yes.

9719. (*Sir William Chance.*) You say, instead of being relieved in their own parishes, they are attracted to London?—Precisely.

9720. (*Chairman.*) Have you anything more to say with regard to the arrangements of the casual ward?—Not beyond what I have said; I have not worked out details; I have merely desired to say that I do not entirely approve of the present semi-penal cellular system.

9721. Have you inspected the structure of many of the casual wards in London?—Yes; that is, I have inspected the more modern cellular wards. The last one I visited was St. George's-in-the-East; that is very complete in itself and very costly.

9722. Do you not think that you might have a satisfactory casual ward without going to the very great expense that has been incurred in some of the London wards?—The structural provision such as I have indicated in regard to cabins running off galleries, I am convinced would not cost much, if any, more than one-third of the money.

9723. Then, in your opinion, it is possible to make a satisfactory and proper casual ward without going to very great expense?—I think it is quite possible; I think there is too much money expended upon the erection of the more modern casual wards.

9724. Do you think it would be an advantage if the Local Government Board issued some model scheme for casual wards?—I have no doubt if the Inspectors were asked to confer together upon the general subject, they would soon bring out a satisfactory scheme.

9725. Have you any idea how much per bed that system that you suggested would cost?—No, I have not.

9726. I think you have some views as to dealing with persons who are found sleeping out?—I feel very strongly that in any provision for the casual poor we must carry the public with us, and we must justify our advice to

the benevolent to withhold their alms; and I say it is nothing less than a scandal that there should be in London people under any circumstances sleeping out at night; and where a man or woman is found sleeping out within certain specified hours, he ought to be taken by the police to the casual ward, and the casual ward should be open to receive him.

9727. In that case, taking the numbers that are sleeping out at the present time, you would have to make a very large addition to the casual wards first?—You would have to make an addition, but I very much fear we are creating the classes by affording them the facilities for sleeping out. Of those people who are now sleeping out, some would, no doubt, find a place to sleep, and some would gradually fall back into the ranks of the working classes. The law is practically a dead letter with regard to this sleeping out; they see they can do this in London, whereas in many of the country districts the justices are very strict in the matter.

9728. Have you any idea what the relative numbers are of those using casual wards, and of the sleepers out in Whitechapel?—No. Of the sleepers out, the London county council made a census some time ago, and the figures arrived at were tabulated as: walking in the streets 1,509, asleep in doorways etc., 100. That was only in a certain portion of London, in a space extending from Hyde Park to Whitechapel, between one and five in the morning.

9729. You do not know as regards Whitechapel what are the numbers of sleepers out and those in the casual wards?—No, I could not say.

9730. I was trying to arrive at the additional provision which would have to be made in case you got all the sleepers out, and took them, as you suggest, to the casual ward?—The compulsory admission of the sleepers out into the casual wards is not going to increase the number of casuals by that number, or anything like it.

9731. Because you think the practice of sleeping out would be given up?—Yes.

9732. What is your opinion as to the effect of the way-ticket system in the Metropolis?—I think in the Metropolitan area the way-ticket would be absolutely useless for a man who spends his year in going from one casual ward to another casual ward in that area. The ticket could only be used for begging purposes.

9733. But if the police asked for the production of the ticket that might afford a means of identification of the man as to whether he was really in search of work?—The question would be under what circumstances the police constable would be justified in asking him for the ticket.

9734. If the way-ticket system were established, you probably would have to give the police increased powers?—With regard to the way-ticket system generally, I am very much in favour of a man carrying with him some credential, either from an employer or someone who can show that the certificate is *bona fide*, to enable the master of a workhouse or the superintendent of a casual ward to deal differently with him, and to discharge him in the morning without work or further detention. I believe there would be advantage in that; in fact, in the case of the Whitechapel wards, the superintendent had instructions years ago, immediately after the Act of 1882 was passed, to exercise very careful discrimination and to discharge men—reporting it to the guardians afterwards—at six o'clock in the morning with their breakfast and without work.

9735. It would act in other words as a passport to that man?—Yes. On the other hand, if the way-ticket is to be adopted generally, I have considerable misgivings in regard to it.

9736. Now with regard to the present method of short sentences for vagrancy offences, do you think the sentence of seven days or under is in the least effective in deterring a man from his method of life?—Well, sir, whilst I am in favour of a little relaxation of the strictness of what I call the semi-penal character of the casual ward, I do admit that under certain conditions, where a man is adjudicated by a justice to be an habitual pauper, he should be dealt with by law, and sent, say for two years or some such period, to a labour colony. By a labour colony, I mean an industrial colony, under the Home Office.

9737. How would you identify a man as being an

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18. July 1905. 9738. Then you suggest that a man who is an habitual vagrant should be sent on to a labour colony ?—For a long period.

9739. You would have a better chance of reformation in that way than by a series of short sentences ?—That is so.

9740. (Mr. Davy.) You think a uniform treatment of vagrants is desirable ?—Most important.

9741. Do you think the uniformity ought to extend both to London and to the country ?—The same uniformity could not be extended, I am afraid.

9742. Uniformity of the same sort ?—Of the same sort ; it would be a uniformity of its own in the country unions.

9743. Is there any uniformity in London at present ?—Tolerable uniformity as to diet ; tolerable uniformity, I suppose, in regard to task of work.

9744. Is that so ?—Excepting in one ward where it is not possible to break stones because of the structural arrangements.

9745. Have you visited the wards ?—I have visited several, but not many.

9746. In Whitechapel do you detain ?—Yes.

9747. You detain always two nights ?—Yes.

9748. Do you think many of the vagrant wards in London detain two nights ?—A large proportion of them do ; at least, I assume they do.

9749. What is the task of work at Whitechapel ?—4 lbs. of oakum, I think.

9750. In Whitechapel are the vagrants a considerable source of trouble ?—No.

9751. You have not built expensive wards, I think ?—No ; they are old associated wards and the guardians some years ago were requested by the Local Government Board to consider the question of erecting improved wards. The guardians were not entirely satisfied with the arrangement of their own wards ; they felt that something should be done ; at the same time, they thought public opinion was decidedly wavering and there was a likelihood of some other system being adopted, and therefore they have held their hands.

9752. If they had built those wards, the cost would have been borne by the Metropolitan Common Poor Fund ?—Yes.

9753. So that you exercised some self-denial in not building them ?—I must say for the Whitechapel board, whatever may be said of some others, that the question of the charge does not influence them in the slightest.

9754. Still it might ?—Oh, it is quite possible.

9755. You told us that you think sleeping out is a scandal ?—Yes, sir.

9756. Why do you think so ?—I think it is a public scandal that a man or a woman should be allowed to sleep out. It implies a destitution for which they are unable to obtain relief, notwithstanding that the relief can be obtained for the asking ; and it leads to verminous conditions.

9757. Do you know that you cannot prosecute a man for sleeping out unless you show that he has no money in his pocket ; he must be without visible means of subsistence ?—I suppose a great many of them have no visible means of subsistence.

9758. Say a man sleeps on a bench on the Embankment, what is the harm ?—It is a scandal in this sense, that there is a public authority charged with relieving the destitute, and impliedly these are destitute people and should be relieved.

9759. Suppose they do not choose to be relieved, but prefer to sleep on a bench ?—But it is contrary to law for a person to lodge, *inter alia*, in the open air, not having any visible means of subsistence and not giving a good account of himself.

9760. Would you put it that it shows such a low standard of comfort in those people who prefer to sleep out as to constitute a sort of mischief ?—I think it acts in a variety of ways. In this way, too, that the public from their cognisance of the fact that all these

hundreds of people are sleeping out say the cause of it is the severity of the laws in regard to the relief of the destitute, and what I feel is that the relief provided by the community should be such as to disarm all opposition and to carry public opinion with us.

9761. You are aware that it is difficult to get sentences for sleeping out in many parts of the country ; the magistrates do not convict ?—Yes, I am aware of it.

9762. Would not sleeping out in the country be a more serious offence than sleeping out on a bench in London ; a man might have matches in his pocket and hay ricks might be set on fire ?—Yes, possibly.

9763. You are also aware that a great many people look upon sleeping out as a very venial offence ?—That may be ; still the law takes cognisance of it as an offence.

9764. You have told us you are against way-tickets in London ?—Yes.

9765. Are you against the provision of a mid-day meal for a vagrant ?—I should be against the provision of a mid-day meal in London.

9766. A man is detained two nights, he is then discharged in the morning and cannot go into a casual ward until the evening ; how is he going to get his mid-day meal that day ?—To give him a mid-day meal would be to relieve him entirely from the necessity for exertion. It is the "odd job" which he seeks, and which enables him to lead a loafing life. That is the demoralising part of it.

9767. Do you think that we can safely assume that he gets his mid-day meal somehow or other ?—Yes.

9768. And you would not provide him with one ?—I see no necessity for it.

9769. It was stated to us if people knew that a man could get a mid-day meal they would not give him so much promiscuous charity ; what do you think of that ?—I should have no serious objection to a ration of bread being given.

9770. On leaving the workhouse ?—On leaving the workhouse.

9771. I see in your notes you refer to a proposal to abolish a distinction between the vagrant and an ordinary pauper ; have you anything to say on that subject ?—It is not generally recognised that there is difficulty in defining the term "vagrant." And yet the broad principle prevails that a destitute poor person, whether vagrant or not, and whether voluntarily, and even criminally, destitute or not, has an undoubted legal right to be relieved at the cost of the public rates. It is also authoritatively laid down as incumbent upon guardians and their officers to afford such relief without regard to residence, settlement, character, or antecedents. And yet we find that a distinction—little more than nominal, perhaps—does exist between resident and non-resident poor, and that a special form of relief is designed for the class which is variously described as "vagrant," "casual," "wayfarer," "wanderer" and "houseless poor." The earliest poor law legislation was directed to the repression of "sturdy vagabonds" and "valiant beggars," between whom and the resident poor (who were prohibited from leaving the hundred in which they dwelt without certain special permission, under pain of the stocks) there was an unmistakable line of demarcation. But this distinction no longer exists. True, an ordinary pauper is presumed to be a pauper who is resident within the parish or union in which he seeks relief ; and relief cannot legally be given to any person who does not reside in some place within such parish or union ; but this restriction is only apparent, since there follows in the Orders of the Local Government Board the wide exception of "the case of a person casually within such parish and destitute." The effect of these words is to make "destitution" the sole legal claim to relief wherever such destitution exists ; and whether the applicant be or be not resident in the parish or union in which the application may be made, the guardians and their officers are equally responsible for such relief. We thus find that there are two distinct forms of relief for two apparently distinct, but scarcely distinguishable classes of destitute poor.

9772. Why do you think an able-bodied man who applies at the casual ward is a destitute poor person ; he may not be destitute ; he is an able-bodied man ?—

Yes, but he may allege destitution and the allegation cannot be gainsaid.

9773. Would you admit to the workhouse an able-bodied man simply because he applies for relief?—If he is destitute, yes.

9774. But would you admit anyone without any sort of inquiry?—A man applies to the relieving officer and says, "I am destitute." The relieving officer says, "But have you made an honest attempt to get work?" "Yes, I have." "Go and make another attempt, and come to me again if you cannot get along." I am speaking now of the country system. And the man comes later in the afternoon and he says, "I have been everywhere round such and such a parish; I cannot find any work." "Have you got any money?" "No." "You are perfectly destitute?" "Yes." "Nowhere to go?" "No." "No means at all?" "No." "There is an order." The relieving officer has no alternative.

9775. I am not talking of that case at all; I am talking of the man who comes to the door of a workhouse and says, "I am destitute." Would you admit him without enquiry?—Enquiry is not practicable at the door of the workhouse in the case of the vagrant alleging destitution.

9776. That is the case of the ordinary tramp, is it not, the able-bodied man who applies for relief; he may be destitute, but he is not necessarily destitute?—Of course, the arrangement for granting the relief is that the master of the workhouse or the superintendent of the vagrant ward should admit the man on an order from the regularly appointed accredited relieving officer for vagrants. If the wayfarer applies to the master for relief and is destitute of a night's lodging, it will be the duty of the master to admit him.

9777. As a sudden or urgent case?—The interpretation of "sudden or urgent" in that case is very difficult.

9778. Are you aware of the Circular of Mr. Charles Buller in 1848, where the whole matter is discussed at some length?—Yes, but you have got to deal with this in the light of the general decisions of justices. The officer who is charged with the duty of relieving those persons, if anything were to occur to that man, would be amenable to the law for having neglected his duty.

9779. In view of the suggestion that the vagrant should be treated as an ordinary pauper, would you admit him to the workhouse on his own statement, though he might be able-bodied, without enquiry, and, having admitted him, would you put him with the ordinary paupers?—Yes.

9780. And how long would you keep him?—I would let the ordinary rules operate.

9781. He would have to give notice of discharge?—Yes.

9782. An ordinary pauper is entitled to discharge himself from the workhouse on twenty-four hours' notice?—Yes, if he has not previously discharged himself within a month. But for more frequent discharges there is an increased power of detention.

9783. So that his detention would be less than at present?—Yes, under the circumstances I have mentioned.

9784. And would give him the ordinary workhouse diet?—Yes.

9785. That varies from day to day?—Yes.

9786. There might be a chance that a man might get a meat dinner or a potato dinner?—Yes.

9787. Would there be any objection to that, do you think?—I may say that I have always felt that there is one claim, and one claim alone, to relief from the public rates, and that is destitution; and that an able-bodied person who is destitute should be relieved in one way, and that is in the workhouse. I may just refer to the fact that the Central Poor Law Conference in 1880 (upon a paper which I read upon the subject of vagrancy) adopted a resolution to a similar effect. In 1888 I gave evidence before the House of Lords Committee. I then also expressed my opinion in the same direction as did three or four other witnesses, but in the face of the evidence the House of Lords Committee definitely reported in favour of the retention of the distinction; and therefore since then I have spoken with a good deal of diffidence.

9788. But you see there are difficulties?—Yes, no doubt there are difficulties.

9789. Might you not also treat the wandering destitute able-bodied person, as being a law breaker, and let the police look after him?—I do not see how the police are to look after him without bringing him before the justices, and then the difficulty would be to get the justices to support such a policy. With regard to the intervention of the police generally, within my own experience in the country, a sergeant of police was appointed an assistant relieving officer for vagrants, and of course he was distinctly told that the object of his appointment was to bring a little more pressure to bear upon these men who were travelling the country and living upon society, and that he must be as strict as possible with them. This strictness frequently took the form of urging them on another stage. But eventually local public opinion was aroused and the police-sergeant settled down into a "relieving" officer.

9790. What happened to the number of tramps?—They increased in number.

9791. (*Mr. Simpson.*) Is the casual ward at Whitechapel separate from the workhouse?—Yes.

9792. And you have a superintendent at the casual ward?—A separate superintendent who is the relieving officer for vagrants; they apply at the door.

9793. Are the staff under him, quite independent of the workhouse?—Quite independent.

9794. The vagrant applying at the casual ward probably is not, as a rule, a resident within the union?—No, he is not.

9795. Does it occur to you that as regards casual wards, it might be better to have a larger area of administration, say the county; it would then be more possible to get uniformity?—I do not quite appreciate the advantage that would arise from that.

9796. If vagrants are maintained at the cost of the rates of the particular union, is there not a temptation to induce them to go on to the next union, so as to shift the burden?—That may apply in the country; it does not apply in London, since every expense in connection with the casual ward including the maintenance of vagrants, is a charge upon the Metropolitan Common Poor Fund.

9797. The Metropolitan Common Poor Fund is derived from the London unions?—Yes, in accordance with their rateable value. The expenses of the vagrant wards, including the repayment of principal and interest, including maintenance, including even soap and soda, are chargeable upon the Metropolitan Common Poor Fund, which is administered at the Local Government Board.

9798. Distributed there?—The contributions and claims are dealt with there.

9799. Take the case of two unions; say one simply spends money on the vagrants that come to the vagrant ward, and the other spends large capital sums on improving their ward, does not the latter get any more from the fund than the former?—No; if the expenditure of Whitechapel were in the hands of Kensington, the charge would be precisely the same.

9800. Do you not think in the country a larger area of administration would be of advantage in the way of securing greater uniformity of treatment and expenditure?—You might secure greater uniformity and there might be certain improvements in the administration, but it would be at very considerable cost, and it would, I fear, afford an inducement to guardians unduly to shift their poor and convert many of them into vagrants.

9801. Do you think the casual wards in a county might be managed by a joint committee of the guardians of the different unions within the county?—It would require very costly machinery to carry it out.

9802. (*Sir William Chance.*) How long were you clerk at Braintree?—Three years.

9803. Your poor law experience began before that?—Oh, yes.

9804. When was your first appointment in connection with the poor law?—Forty-four or forty-five years ago, I think.

9805. When did you first begin to take a special interest in the vagrant question?—The question was not a prominent question in the country; I did not take part in

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any discussions or read any papers or anything of that sort in the country; I did not take up the question really until I came to London.

9806. Do you remember the reports of the Poor Law Inspectors in 1866 on vagrancy; Sir John Walsham was, I think, the Inspector of your district?—Yes.

9807. Do you remember his report?—No, I do not.

9808. Are you aware that he then expressed a very strong opinion in favour of the police having the entire control of vagrancy?—Yes, I think he did.

9809. And several of the other Inspectors expressed the same opinion at that time?—Yes, probably.

9810. You remember the coming into force of the Act of 1871?—Yes.

9811. What was the effect of that Act in Whitechapel?—I am afraid I cannot speak very clearly as to that. I have not the figures.

9812. You cannot remember whether there was a decrease in vagrancy immediately after that Act?—At that time there was a decrease to such an extent that at my suggestion the Bethnal Green and two other casual wards were closed, and we received them all in Whitechapel.

9813. After that there took place an increase of vagrancy?—Yes.

9814. I think the opinion grew that the Act and Order of 1871 were not sufficiently stringent?—That is so.

9815. Then the matter came before the House of Commons again in 1882, and the Casual Poor Act was passed, and there was a new Order?—Yes.

9816. Which made the law more stringent?—Yes.

9817. There was again a decrease after that, was there not, in London?—A temporary decrease.

9818. And then vagrancy rose again?—Yes.

9819. And what are the conditions now?—A continuous increase.

9820. That, I suppose, is sufficient to show that, however we dealt with vagrants in the past, we have not been very successful in stopping vagrancy?—Precisely.

9821. At the same time, you do not think there is much change required in the present system?—I am not prepared to suggest in the face of the House of Lords' Committee Report that the distinction between vagrant and pauper should be abolished. We have got the distinction after a careful inquiry, and after hearing evidence in favour of the abolition. The Committee reported strongly in favour of retaining the distinction, and, therefore, I feel a good deal of diffidence in now expressing an opinion to the contrary.

9822. You accept the position now that it is quite impossible to carry out the views expressed by you in 1888?—I accept the position that, whilst the evidence appeared to me to be in favour of the abolition, and yet in face of that evidence the Committee reported to the contrary, the Committee must have had some reason which acted powerfully on their minds in specially reporting in favour of the retention.

9823. All the evidence was in favour of abolishing the distinction?—Several clerks to guardians gave similar evidence.

9824. Do you think that the appointment of police as assistant relieving officers in the country has had a good effect in those places where it has been adopted?—I do not know whether it has been generally so. There is no doubt that the appointment of a police officer as an assistant relieving officer has a deterrent effect upon certain applicants for relief. At the same time, as I said in my own case, a point is reached at which the police officer, finding he is no longer a police officer but a relieving officer, says, "I cannot accept the responsibility of acting in the strict way I have been doing." So that there is a breakdown at once.

9825. Have you sent any vagrants from Whitechapel to Hadleigh or any other labour colony in England?—No.

9826. As a matter of fact, I think very few vagrants have ever been sent to Hadleigh?—If I had been asked the question I should have said we had no power in the case of vagrants.

9827. You might recommend them to go there?—The order authorises vagrants to be detained in the workhouse, but I am not aware of any authority to send them to a labour colony.

9828. You could recommend the vagrant in your casual ward to go to Hadleigh; have you ever done that?—The superintendent of a casual ward is generally a very intelligent man, and I believe he does his best to discriminate and find out men who have got any good in them, and who may possibly be lifted up by being brought into contact with hopeful influences, and to introduce them accordingly.

9829. And you think that some vagrants may have been brought to Hadleigh in that way?—Some may.

9830. But you do not know that they have?—I do not know that they have; I should think not, unless they had passed through one of the shelters.

9831. Now is not the vagrant in London rather different from the country vagrant?—I should say he was very different. The London vagrant is in most cases a loafer who simply migrates from one ward to another. He is in Whitechapel to-night and in St. George's-in-the-East to-morrow night, and he will go across to Kensington the next night, but he does not leave London. If he gets a copper or two in his pocket he may go to the Salvation Army for preference; he may ring the changes; he has a happy-go-lucky sort of life.

9832. Therefore so far as regards the London vagrant, the way-ticket system would be of no use at all?—The way-ticket system, in my judgment, would be of no use at all in London. If a man has got anything in his pocket which bears evidence of his *bona fide* intention to travel down to Newcastle in search of work or anywhere else, that credential produced at a casual ward should have its effect in preferential treatment.

9833. Now, in the case of a man starting from London, who would give him that credential; he would have to go to somebody for the purpose?—Yes, and it should bear some stamp of a proper official authority.

9834. What would be the proper authority?—The poor law authority would be the better, I should think, where there is no credential from an employer.

9835. Do you think they could make the proper enquiry as to that man?—Yes, if he is in the district.

9836. Do you think the police would be the proper authority to go to in the country; do you think they would be the right people to issue the way-ticket?—The only objection I have is bringing the police into contact with the administration of the Poor Law. I think the police and the Poor Law ought not to be associated.

9837. Do you draw any distinction really between the ordinary vagrant and the man who frequents a shelter or the loafer who is generally known to the police?—None whatever, and in London I would go further and say a great many of those who resort to the casual wards have been in the workhouse, and a great many men in the workhouse have been in the casual ward.

9838. Would there be any objection then, having regard to that, to bringing them under the same authority; it is difficult to differentiate between the casual pauper and the ordinary vagrant?—It is so difficult that in practice it really depends upon the door at which the man applies for his relief. He goes to the door of the casual ward and he says, "I want a night's lodging; I am destitute." He must be received there. He comes to the relieving officer in Whitechapel and says, "I am down on my luck; I have nowhere to go; will you give me an order for the workhouse?" The relieving officer asks him questions about his residence, and says, "You must go to the casual ward." He goes to the casual ward, and next morning he comes to the workhouse. That is how he gets into the workhouse.

9839. You have told us of the disadvantages of these free shelters?—Yes.

9840. Do you not think they should be under the cognisance of the police, and be visited by the police in some kind of way?—I do; I think they should come under the Common Lodging Houses Acts.

9841. You do not consider there is much difference between the ordinary tramp and the loafer who begs or wanders about the street, and resorts to a shelter or

common lodging-house?—Not in London, but in the country the tramp is a different genus.

9842. Do you think the country tramp is different from the vagrant in London and other large towns?—Yes, there is a very considerable difference. The tramp in the country goes his stages of ten or twelve miles, living as he goes upon society, intimidating every man and woman he meets, and he gets on very well. He also may take his family with him, and pots and kettles, which have to be taken care of. He tramps longer distances, and his experiences are different, and he turns out to be a different man from the man who is just loafing about London.

9843. On the other hand, there are the London tramps who go into the country for summer holidays, for instance?—Yes.

9844. As regards that country tramp that you have described who uses threats to get money, would there be objection to the police dealing with him?—Perhaps not.

9845. I suppose one of your objections to the sleeping out is that it attracts indiscriminate almsgiving?—There is no doubt it does.

9846. You think sleeping out should not be allowed?—The fact of men and women sleeping out at night implies that they are destitute of the means for obtaining a lodging. If they are not destitute of the means, they should not be allowed to sleep in public places, because it leads, amongst other things, to crime. Many crimes which are committed at night are the result of being about the streets late at night. There were two cases at sessions the other day of young fellows who had been wandering about. One of them said, "I have had enough of this," and he took up a big stone and threw it through a plate glass window of the value of £20 or £25. If the man had been in the casual ward or any lodging, of course, that would not have occurred to him. At all events, in the administration of the Poor Law, no matter in what department, I do feel that we must seek in every way to carry the public with us, and to educate the public. You will never educate the public by introducing the police, and the police alone, for everything. Let the public see that, as far as practicable, the administration is made educational as well as deterrent; then they will have a good deal of sympathy with us.

9847. You have taken a great deal of interest in the question of vagrant children?—Yes, I have.

9848. What would be your idea as to their treatment?—I entirely agree with the Bill with which you are associated, the Bill which was introduced last year.

9849. You think that the children of habitual vagrants should be taken away from them?—Yes.

9850. (*Dr. Downes.*) Have you ever heard any suggestion of public good or advantage arising from these people perambulating the streets at night or loafing, or sleeping out in a great city?—None whatever.

9851. I gather from what you have said that you conceive that there are many disadvantages and even dangers to the community from such a state of things?—I do.

9852. I also gather that such a state of things is promoted and increased by the existence of these free shelters?—There can be no doubt about it.

9853. Which under present circumstances, so far from reclaiming people, rather attract others into the abyss?—Precisely.

9854. Have you considered what control might be exercised over shelters to prevent this result?—I am not aware of any control which could be exercised, other than in the preservation of public health. It is difficult to see in what way the police or the London county council could interfere, either with the general scheme of providing shelters or with the internal economy of those shelters.

9855. But it might be required that they should be so ordered as not to be a danger to health?—Oh, clearly.

9856. Or not to be a nuisance to the community in which they are established?—Yes.

9857. That is to say, the local authority of the district, whatever it may be, should have some control over

shelters which are established in their midst?—I feel that very strongly.

9858. I see you have a note in your statement about the wards being made more helpful to the vagrants; what have you to say on that point?—Well, take the London casual wards; as I have said before, we should seek to carry the public with us, and what occurs to me is that if the boards of guardians were required to appoint vagrant ward committees, and if each vagrant ward committee had authority to co-opt a certain number from outside of ladies or gentlemen interested in philanthropic work, so as to afford a medium of communication with helpful agencies, the public would be satisfied that something was being done, and only a residuum be left to the strict discipline of the wards.

9859. That is to say, you would introduce some machinery which might prove helpful in the way of reclaiming the man who was going on the road?—Yes; I think that there should be every information possible in the ward, that the papers which refer especially to labour should be in circulation there, that the superintendent of the ward should be in touch with any labour bureaux in the district, so that in exceptional cases—I am sorry to say they are few—every means might be taken to bring these people into contact with helpful influences.

9860. The object of the casual ward should not be to help a loafer to loaf through the country, but to facilitate the movement of the *bona fide* working man in search of work if he exists?—Yes, I think a given number of admissions to the casual ward covering a specific period of time and subject to the adjudication of justices, should render a man liable to conviction as an habitual pauper.

9861. Do you see any advantage in sending first offenders to prison for an act of vagrancy?—No, I do not.

9862. Might there not be certain disadvantages in sending a man to prison even for a short time?—I think so.

9863. The present system of sending people to prison for vagrancy offences is not, in your opinion, advantageous?—No; the main object, I take it, of a labour colony would not be alone to place a man under a lengthened period of restraint, but to introduce into his life the habit of work and the element of hope.

9864. You would be in favour of a conviction for begging, say, being recorded against the man?—Yes.

9865. You would identify a man as being an habitual vagrant by his finger-prints?—Yes.

9866. There would be evidence that he had been using casual wards?—Unmistakeable evidence that he had been resorting to casual wards with the frequency which may bring him within the category of an "habitual pauper."

9867. When would you first get his finger marks?—When the system commences, whenever he comes into the ward.

9868. You would have the finger marks taken in the ward?—Yes; I may say that the present system of identification is very imperfect; it depends really upon the recollection of the visiting police officer who visits the ward.

9869. As to the structural arrangements of casual wards, can you tell me whether the Well Street home that you spoke of was built for its present purpose, or was it adapted?—It was built for its purpose, but in many respects, it is admittedly defective. The workhouse at New York is a much more perfect and efficient arrangement, as regards staircases and galleries. Still, there is something of the same principle in both.

9870. Where do they do their cooking at Well Street?—That is another department altogether.

9871. Is there a cook or does each man cook for himself?—All meals are cooked for the inmates, who pay 10s. 6d. a week.

9872. (*Captain Showers.*) Notwithstanding your experience at Braintree, are you not in favour of the police being assistant relieving officers throughout the country?—Well, my experience is so remote that I should prefer leaving the question to be answered by those who have some recent knowledge of the working of it. That was my one experience, but it is forty years ago.

Mr. W.
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Mr. W. Vallance. 9873. Do you think longer sentences would be a deterrent to vagrants?—I do, if you could obtain them.

18 July 1905. 9874. In a labour colony would you have two grades, so as to give a man a chance to rise?—Yes, there may be advantage in that.

9875. Do you not think it would rather be an incentive to make him turn over a new leaf and become perhaps a useful man and work, by letting him rise to the higher grade and the higher benefits and so on?—I think it is an excellent suggestion. May I just say, sir, that some years ago Mr. Piddock, of Toynbee Hall, visited the Whitechapel casual ward for three to four months, night after night. He examined the circumstances in great minuteness of some 530 men, and he made a very careful analysis. Of 200 men, 36 had been admitted for the first time, 37 for the second time, 43 had been in and out of the ward more than a year, and 84 or 42 per cent. had resorted to the wards periodically for over five years.

9876. (*Mr. Davy.*) Have you any further information as to that enquiry. I do not think we have that pamphlet?—Yes, he also made a careful analysis of the causes of their resorting to the casual ward. The principal causes were drink, crime and dishonesty,

desertion from the Army, insubordination and quarrelling, incapacity and negligence and so forth, 17 per cent.; personal causes, family or physical reasons were 19·2; then various causes such as voluntary dislike of particular occupation, unsuccessful attempts to better themselves, private disputes with employer, non-membership of trade societies, 7 per cent.; economic causes (involuntary), that is, inability to find employment, bad clothes, seasonal causes, foreign competition, displacement by machinery, and so forth, 54·4 per cent., and 2·4 miscellaneous. Of course, with regard to the conditions in which these men exist, one cannot help feeling the temptation there is on the part of parents to place their lads in unskilled employment. They get in as carters, or something that requires no previous knowledge at all, and the fellow when he grows up has got nothing in his hands. It is no doubt a very considerable cause of pauperism that they have nothing to resort to and no skill of hand.

9877. The drawback of all these conclusions is that they are taken from statements made by the men themselves?—Well, in a measure, no doubt, but they are also more or less deductions from their statements.

TWENTY-SIXTH DAY.

Wednesday, July 19th, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. BROOK T. KITCHIN, F.R.I.B.A., called; and Examined.

Mr. B. T. Kitchin. 9878. (*Chairman.*) You are the Architect, I think, to the Local Government Board?—Yes.

19 July 1905. 9879. How long have you been in that position?—I have been Architect for 4 years, and was Assistant Architect for 8 years before that.

9880. Amongst other things you have given your attention to the construction of casual wards?—Yes.

9881. What is the practice of the Local Government Board with regard to giving advice to public bodies when they are constructing casual wards?—Well, the procedure is this. A scheme is initiated for the construction of casual wards quite independent of our Department; at any rate so far as architectural matters are concerned it is quite independent. It is initiated by the local authority, I think, very often with the assistance of the Inspector, and when it has been considered and decided upon, the scheme is submitted to our Architectural Department; sometimes it is submitted in an embryo form—in the form of sketch plans—before anything definitely has been decided; that is to say, before the money that is going to be spent has been considered at all.

9882. Do they give an estimate when they send the plan?—Not with that sketch plan.

9883. It is not compulsory on them to send you an estimate as well as a sketch?—Not at that stage. We are prepared to look at the scheme in sketch form without any reference to the cost.

9884. But before they commence any work they have to send you a detailed estimate?—Oh, yes, certainly.

9885. Then you have the examination of that estimate?—Yes, that comes on later.

9886. As well as the plan of the building, you have the examination of what they estimate as the cost?—Yes.

9887. Have the Board power of rejection of those schemes?—Yes.

9888. Within your knowledge have schemes been rejected on the ground of being insufficient and badly conceived?—Yes, and schemes have been returned for modification; and there are cases where schemes have been dropped entirely on account of the Board's opposition to them; but as a rule they are returned either for modification on account of the expense or details, or whatever it may be.

9889. Does a local authority often, or ever, apply to the Board to be furnished with a plan of a scheme?—Unofficially, they sometimes come to me and ask me for assistance.

9890. For suggestions?—To lay down some lines for them upon which they can proceed.

9891. Have the Board what we may call any model scheme for a casual ward?—Yes, there was one prepared many years ago, but it is not used at all now, or since I have been in the Architect's Department, that is in the last twelve years.

9892. Would it not be a decided advantage to have one or more model plans for a casual ward; of course, it would depend on the particular locality very much?—Yes, it would very much. A board of guardians do not like adopting a cut and dried plan. It is rather well that they should not; they might get more than they want or they might not get sufficient.

9893. You might have two or three suitable for various localities, but you think on the whole it is better to wait for their scheme?—On the whole, I think it is better to deal with the plan that they suggest. It is a little more laborious, but I prefer to deal with it in that way.

9894. Now as regards the casual wards that have been constructed within your knowledge, I suppose the cost per bed varies very much?—Yes, enormously.

9895. Can you say what would be the average cost?—Well, in London I should think the average cost per bed

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would be about £150 roughly; I have not actually worked out the average. In the country, speaking at a guess, the average, I should think, would be something like £60.

9896. (*Captain Showers.*) Does that mean only the separate cells?—No, that is the whole thing, including the administration buildings; they cost a good deal more than the cells.

9897. (*Chairman.*) That would include anything in the way of a dining room?—Yes.

9898. And all the outbuildings, I suppose, of every description?—Yes.

9899. What would you suggest would be an average sufficient cost per person in an agricultural labour colony?—Well, I have looked into that question as closely as I could, and I have got a memorandum here giving what I think to be the initial cost of a labour colony. A great deal depends upon the amount of land and of farm buildings, and of course on the general character and cost of the land. This is a rough sketch (*see Appendix XXXI.*) I have had made in the Department showing a little labour colony, with about 150 beds in two blocks, a large and a small pavilion, an isolation block and a little hospital block, a dining hall and kitchen, bath rooms, lavatories and laundry, and a boiler house; a superintendent's cottage, and a cottage for the steward, bailiff and two other officers. All that I reckon would cost £6,396. That is simply the buildings; it does not include the cost of the land, farm buildings, road making, or furnishing. It comes to £53 per bed; that is the cost of the brick buildings, exclusive of furnishing, road making, and drainage, and all that sort of thing. The cost of the actual dormitory accommodation I reckon would be £19. 7s. 6d. a bed.

9900. (*Sir William Chance.*) What are the materials used in the buildings?—Brick almost entirely in that estimate.

9901. (*Mr. Davy.*) You have no model plans you told us for vagrant wards?—There is a plan, but we do not use it.

9902. But you have some general instructions on points on which you are asked, I think?—Yes.

9903. Do these include information as to the construction of vagrant wards?—Yes.

9904. Do you now insist upon the provision of cells?—The Board's requirement is that cells shall be provided in vagrant wards.

9905. And is that requirement insisted on now?—I believe so.

9906. Have you any knowledge of the decision of the London magistrates that a man may not be locked up in a cell?—I have heard of the decision; I have no official knowledge of it.

9907. That would necessitate an attendant walking up and down in the corridors and passages?—It might, but it does not. I believe the actual practice now is to lock them up, and if they want to come out to let them out.

9908. If they come out what is the use of the cell?—Well, they are locked in till they do their work.

9909. They may or may not be locked in?—Yes.

9910. When you have plans submitted to you do you ever reject them on the ground that they cost too much?—Yes.

9911. And bring a certain amount of pressure to bear on the guardians to make them cost less?—Yes, that is very common indeed.

9912. Do you find that guardians are occasionally somewhat obstinate and insist on spending the money?—Yes, extremely obstinate in some cases.

9913. Guardians would be advised by their architects in those cases?—Well, they would to some extent.

9914. How are architects usually paid?—Five per cent commission.

9915. Therefore the greater the cost the greater the commission?—Yes.

9916. You say that in London the average cost per bed is £150, and that in the country it would be about £60, that is a little more than one-third of the cost in London?—Yes.

9917. Can you account for that great difference?—Well, it is accounted for in different ways. In the country there are a great many more unions, and a great many unions build their casual wards at a cost of something like £30 to £50. In the average of course you have got a good many of those smaller vagrant wards; but, if you take the larger towns in the provinces, they do not come out at so very much less than the London vagrant wards. For instance, Manchester cost £148 and Leeds cost £145. Brentford was very expensive.

9918. It seems to suggest that the cost goes up in urban districts?—Those are larger towns where you see the cost is very much higher, but there are a great many smaller towns where the cost is considerably lower; for instance, Farnham is only £55.

9919. Do these sums include the cost of the site?—No, they do not.

9920. The site usually belongs to the guardians already, being on workhouse ground?—Yes.

9921. Now, what is the cost to a rural union of providing new wards, according to your requirements?—Well, it has been done for £33. I think that is about the lowest—£33 per bed for the whole system.

9922. What would that provide for?—At Tavistock the cost was £33 per bed: there were fifteen cells that cost £500.

9923. That is exceptionally low, is it not?—Yes: there is another, Pewsey at £39.

9924. How many cells?—Twenty-three.

9925. What was the total cost?—£900.

9926. A very poor rural union may be compelled in order to carry out your requirements, to spend a very large sum of money?—Not necessarily. Take the case of Royston; they provided their cells out of some old shed, some old out-building, I think it was, and that came out at a merely nominal sum of £5 or £6 per head. We should not necessarily insist on new casual wards being built, if something could be done with existing buildings.

9927. Quite so, but a very poor rural union might have as many casuals to provide for as a large urban union?—Yes.

9928. And the question of providing wards would fall with special severity on that poor union?—Yes, it would.

9929. For housing casuals who really do not belong to them more than to the rest of the country?—Yes, but I do not think the Board would insist on a very expensive scheme in a purely rural district.

9930. I presume you do not want to insist upon a very expensive scheme anywhere?—No, we do not.

9931. If it is good enough for the country, why should it not be good enough for the town?—What I mean is: every union, I take it, has casual wards of some sort or another; and it has either to be a matter of extension or the building of new casual wards, and if there was a very poor district that complained of the burden of this undertaking, I do not think the Board would press them to build new buildings, if they could utilise or make shift with some old buildings.

9932. I suppose the Board would press them to provide such buildings as would enable them to carry out the regulations with respect to detention?—I suppose they would; I could not say.

9933. It is an expensive thing to provide cells for two nights' detention?—Yes.

9934. What term of years do you allow for casual ward loans?—Thirty years for new vagrant wards.

9935. Are there any special regulations with regard to London?—No, the regulations are the same in that memorandum: that applies to London equally with the rest of the country.

9936. Do you not impose on London guardians a very expensive scheme?—No: we rather take the opposite line; we try to make them build less expensive vagrant wards.

9937. In London, the cost of the vagrant wards falls on the Metropolitan Common Poor Fund, does it not?—Yes.

9938. So that the guardians spend the money and the whole Metropolis pays?—Yes.

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9939. The position of your Department, I take it, should be more strictly in favour of economy in London than elsewhere?—Morally, perhaps, but I do not agree altogether with that; morally we might be, but I think that our Department looks at everything from the same point of view; that everything in the way of building for casual wards must be done as cheaply as possible.

9940. So that you do not put any extra pressure in favour of economy upon the London wards because the cost is borne by the Metropolitan Common Poor Fund?—We have put extra pressure, but not because the charge is on the Metropolitan Common Poor Fund; we do not take that into account.

9941. You simply look at it from the building point of view?—Yes.

9942. What is the greatest sum that has been spent on a London vagrant ward?—The largest amount that has been spent is at Hackney, £36,710.

9943. Those wards have just been opened, I think?—The sanction was given in 1899.

9944. You were not Architect to the Board at the time they were built?—No.

9945. The actual cost was, I think, greater than the amount you mention?—No, not that I am aware of; I can verify that if you wish. It was only part of a scheme which was proposed; there was a great deal cut out, including a test house.

9946. The test house was entirely cut out?—Yes.

9947. What is the accommodation provided?—For 62 men and 44 women; there are 32 cells for women.

9948. Roughly, 100?—106 inmates.

9949. That would bring the cost up to £350 a cell?—£346.

9950. Do you regard that cost as excessive?—Yes, certainly.

9951. Can you account for it in any way?—It was an expensive building. There was a lot provided in the building in connection with the test house, which was not dropped. When the vagrant wards were built, there was a large water tower provided which was to supply the whole of the test house, which remained in the scheme in case the test house was completed at a later stage. Then there was a great deal of money spent upon foundations; they were down on the bed of the River Lea, and they had to go down 14 or 15 feet with concrete to get a base for their buildings.

9952. Then there was a wall round the place?—Yes, I was going to refer to that. There is a wall about 14 feet high round the whole of the building, including the site for the test house. I do not know what the actual cost of that was, but it was a very expensive item, no doubt.

9953. There are also some boilers there that would be sufficient for a large institution?—The boilers were provided for the whole scheme.

9954. Would the cost of the test house, if sanctioned, have fallen on the Metropolitan Common Poor Fund?—No, I think not. I should say perhaps that the Board urged the guardians in this case to provide another site, as it was foreseen that it was going to be a very expensive building, on account of the foundations.

9955. The whole of the charge was put on the Metropolitan Common Poor Fund, I suppose?—I believe it was.

9956. Including those buildings which were not for the vagrant ward, but for the test house?—I think a proportion was taken out; I know it was very carefully divided; the accounts of the Metropolitan Common Poor Fund are very carefully watched at the Local Government Board, and I am pretty sure I am right in saying something was taken out on account of all that was left that would be usable in the event of the test house being erected.

9957. In your judgment, if we had to build further vagrant wards in London, the same sort of expenditure might again take place?—It should be £160 to £170 under ordinary circumstances.

9958. But here it is £346?—Yes.

9959. There are, I think, about forty water closets in that vagrant ward; do you think that was necessary for 100 people?—Well, I was not aware that there were so many water closets; I think there are four or five on each

floor; and they are for women as well as men. I have not actually counted them.

9960. The point to consider is the possibility of such an expenditure being incurred again?—Yes; well, so far as London is concerned, unless there is some radical alteration in the policy, I do not see how it is going to be very materially reduced. Of course, there are a lot of elements which tend to make London building particularly expensive.

9961. The requirements of the Board are not likely to be relaxed, unless there is some general change?—I think the proof is rather that the requirements of the Board do not necessarily involve such very costly buildings. Under the requirements of the Board, buildings for £33 or £43 per bed have been sanctioned.

9962. Still, the fact remains that the Board sanction loans chargeable to the Metropolitan Common Poor Fund to the extent of an average of £150, and occasionally approaching £350 a cell?—Yes; but whether it was the Metropolitan Common Poor Fund, or any other fund, it would be much the same.

9963. We must presume that the Department does the best it can for economy, especially in the expenditure out of the Metropolitan Common Poor Fund?—Yes; I could give you several instances, if you want to have them, as to what steps have been taken in order to get a reduction of the cost made.

9964. Would it be right to say that the provision for vagrants in London is enormously costly?—It is.

9965. Now, with regard to labour colonies, have you seen the buildings at Hadleigh or Lingfield?—Yes, I have seen them both.

9966. Are they, in your judgment, sufficient?—They differ very much, Hadleigh and Lingfield.

9967. Well, take Lingfield, where, perhaps, there are the better buildings?—Lingfield, I should say, would be quite sufficient.

9968. Do you know what they cost per head?—So far as I can make out from particulars I have got, the cost per head for sixty colonists was £97, but that I find is a good deal less than what Mr. Brooks stated. That does not include the road making, or the drainage; and they have got no sewage disposal system there.

9969. We only want to know the buildings?—Perhaps I had better just say what that total cost includes:—

	£
Existing farm of 250 acres - - - -	2,900
Recreation hall and workshops - - - -	350
Dormitories and dining-room - - - -	1,000
Piggeries and cow-sheds - - - -	650
Two cottages - - - -	550
Furniture - - - -	180
Laundry and water supply (proportion of rent to the colony side of the institution) - -	200
Total - - -	5,830

but I think that last item, £200, is rather low.

9970. (Sir William Chance.) Of what material are the dormitories built?—The dormitories are built of concrete

9971. Is that cheaper than wood?—No.

9972. But cheaper than brick?—Yes, a little cheaper than brick.

9973. (Mr. Davy.) Several of those buildings are of wood?—The dining-hall is wood.

9974. Why should a dining-hall not be of wood?—Well, it depends; I should say it depended whether the thing was experimental or not. If it is experimental, I see no objection to it being of wood; if it is a permanent institution, I think it is an economy to build it of more solid material—brick work.

9975. But I mean apart from the question of loans?—You cannot depend on a wood building lasting more than ten or twelve years.

9976. But, as a matter of fact, they do last much more than ten or twelve years, do they not?—Well, I do not know that that class of building would. They want to rebuild the dining-hall at Lingfield, and they say they will not rebuild it of wood; but if it was a really well-built building of wood it would last more than ten

or twelve years; it would not be very much cheaper than brick.

9977. I put it to you that it would last forty or fifty years?—It might be made to last a great deal longer than that.

9978. (*Mr. Simpson.*) There are buildings hundreds of years old in England built of wood?—But then the quality and the workmanship are very much better. A building such as you see advertised which is run up for a small sum, is of no quality, and the workmanship is poor stuff.

9979. (*Mr. Davy.*) But the cost is not one-fifth of our buildings, is it?—Oh, yes; I should think there was not much more than 25 to 30 per cent. difference.

9980. (*Chairman.*) Is there much creosoted wood used now in such buildings as those?—No, it is not used at Lingfield or at Halleligh.

9981. In cases where you have to put wood partly underground it is a considerable advantage to use that sort of wood?—Yes.

9982. For instance, it might be used for the main stays of the corners?—The woodwork would not go under the ground at all; the timber supports would be carried on bricks and concrete; the creosoting keeps the material very well, very much better than paint.

9983. And makes the wood last a very long time?—Yes, but it is very inflammable, of course.

9984. I suppose workmen do not like it, because it is very awkward to work with?—Yes, it is.

9985. (*Mr. Davy.*) Practically all those expensive buildings are built out of loans, are they not?—Yes.

9986. In your opinion does that lead to extravagance on the part of the local authority?—Yes, I think to a certain extent it does; that is to say that I think if the loan period was very much lengthened, it would lead to a good deal more expenditure.

9987. Your efforts in the direction of economy would be more successful, if the loan period was shorter?—I think so.

9988. In most of the farm colonies in other countries, the buildings are built by the colonists themselves?—Yes.

9989. That would diminish the cost?—Yes, it would.

9990. (*Sir William Chance.*) How are the colonists housed while the buildings are being built?—They get a building first of all and put in a number of colonists, and these colonists proceed to build other buildings.

9991. (*Mr. Davy.*) Did you notice that in the dormitories at Lingfield and Halleligh there are four rows of beds?—Yes.

9992. Do you see any objection to that?—No.

9993. The Local Government Board do not allow more than two rows of beds?—Well, that is the case in workhouses; it has not been adhered to closely in the case of test houses.

9994. It has not been adhered to as a requirement in the buildings at the Laindon farm colony?—No, it has not.

9995. Is it, in your judgment, essential that you should only have two rows of beds?—No.

9996. Does it materially diminish the cost to have four rows of beds?—Not materially; it does make a saving, but not a material saving.

9997. (*Mr. Simpson.*) What is your distinction between an ordinary workhouse and a test house?—Well, a test house is a kind of colony erected for able-bodied paupers; in a workhouse the inmates, of course, are mostly aged and infirm, and sick people; all that is eliminated from a test house, which contains the working pauper population of a union, or a group of unions. The Manchester and Chorlton unions combined together to build a test house, and they put into it all the pauper labour from the two unions.

9998. Can unions combine also to provide a workhouse?—I do not know of any case where there has been a combination of unions to build a workhouse, unless one union has been amalgamated with another. There have been cases of that.

9999. (*Dr. Downes.*) I think perhaps I could answer that question. There are cases where unions have combined to provide a joint workhouse. I have one in my own district; Croydon, Richmond and Kingston are proposing a joint workhouse for feeble-minded people?—Yes, that is for a special class.

10000. There is no statutory distinction between a workhouse and a test house; it is only the use to which they apply it?—Yes.

10001. (*Mr. Simpson.*) The difference is in the class of inmates that occupy it?—Yes; it is the nearest approach to a labour colony that arises in connection with the Poor Law.

10002. (*Sir William Chance.*) Do you know anything about the history of Hackney as regards the casual wards; what casual wards were there before these new ones were built?—Well, I believe there were casual wards at the workhouse, but I do not know what the history of the wards was.

10003. That was really before your time?—It was; of course, it comes before us as a scheme on an accepted site, independently of the workhouse and what is existing. We are not really concerned with what is already existing.

10004. You do not know whether the old casual wards still exist at the workhouse?—I cannot say.

10005. They are not utilised for other purposes?—I do not know whether they are or not.

10006. You do not know whether pressure was brought to bear on the guardians by the Local Government Board to use them for other purposes?—It may have been done by the Inspectors, but I do not know what the early history of the case was.

10007. Take some other union, where casual wards have been recently built which are next to Hackney in cost; do you know how much it worked out at; I suppose Hackney is the highest?—Hackney is the highest.

10008. Take St. George's-in-the-East wards; when were they built?—They were built in 1894.

10009. Do you know what they cost?—They cost £170 a bed—£18,036 in all.

10010. Do you know those casual wards?—No, I have not been to St. George's.

10011. Are there any other casual wards which have been built recently which have cost more than £150 a bed?—Yes, there is St. Pancras, which cost £160 a bed. Wandsworth and Clapham in 1886 cost only £108.

10012. How did that come about?—Well, building was a good deal cheaper then, wages were a good deal less, and materials were a good deal cheaper.

10013. Do you know those two casual wards?—Yes, I have been to them.

10014. Are they satisfactory?—Yes, I believe they are satisfactory.

10015. Cost of building could not have accounted for that great difference of expenditure between the Wandsworth casual wards and the Hackney casual wards?—Well, it would have accounted for a good deal of it; I was surprised that Wandsworth worked out at so low a figure. It is on the circular system; it is now twenty years old.

10016. Is there any other casual ward that cost more than £170?—Yes.

10017. Erected recently?—Poplar cost £219 in 1894.

10018. Were those wards built quite separately from the workhouse?—Yes.

10019. That figure did not include the cost of the site?—No.

10020. Simply the buildings?—Yes.

10021. What is the accommodation at the Poplar wards?—Poplar has got forty-eight male cells, eleven female cells accommodating fourteen; on the manner in which we compute it that gives a total of sixty-two.

10022. Would Poplar come next to Hackney as to cost per bed?—Yes. Of those that are built.

10023. Now would it be more economical to build

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Mr. B. T. Kitchen. these casual wards in storeys rather than in model dwellings?—They are built in storeys.

19 July 1905. 10024. How many storeys are there at Hackney?—Hackney has got three storeys, I think.

10025. It was suggested to us yesterday that storey buildings would be cheaper?—I do not think there is any economy in it.

10026. You do not think there is any economy in it?—No, I do not think there is any special economy, because you get floors. Directly you get floors in a public building under the London Building Act, you must make them all fireproof; that means a lot of steel construction.

10027. But still, if land is very expensive, it would economise in that respect?—If land is very expensive, it would.

10028. (*Mr. Davy.*) Are your workhouse buildings under the London Building Act?—Yes.

10029. You have to comply with the requirements of that Act?—Yes.

10030. Does that increase the cost?—Yes, it increases the cost.

10031. Materially?—Yes, I should think it increases it materially.

10032. (*Sir William Chance.*) Do you think if there was a labour colony established there would be any objection to using wood in the construction of the buildings, as is done at Hadleigh, in order to reduce the cost?—You could not in the London labour wards.

10033. But in the labour wards in the country?—Yes.

10034. Would there be any objection there to using wood buildings?—No. I think they would have to be safeguarded to a certain extent as regards fire exits and that sort of thing.

10035. But you think that if they were built substantially so as to last for a very long time the difference of expenditure would not be very great between the brick building and the wood building?—No; I do not think the difference would be more than 20 per cent.

10036. I suppose if a labour colony was started it would be better to begin with some kind of temporary building?—Yes, if it was experimental I should recommend wooden buildings; I mean to say if it were experimental to the extent of covering a period of ten or twelve years, I should be inclined to recommend wood.

10037. Corrugated iron buildings, I suppose, might be put up temporarily. You want to accommodate these colonists to begin with, in the hope that you would employ them in building more permanent buildings themselves?—Yes, I think as the initial experiment of a labour colony you might very well start a certain amount of buildings in that kind of way.

10038. By those means the initial capital expenditure would be very much decreased, would it not?—Not very much.

10039. You would get your colonists' labour practically for nothing?—Yes.

10040. And these temporary buildings would be much less costly than building permanent buildings to begin with?—They would be less costly.

10041. Therefore the capital expenditure would be decreased?—Yes, the capital expenditure would be less.

10042. Has the expenditure on casual wards had a tendency to increase of late years in a marked way?—Yes, it has.

10043. On account of the buildings?—The cost of labour has increased pretty steadily and the cost of materials has increased, though it is rather lower now than it was five years ago; but the requirements have not increased.

10044. The requirements of the Local Government Board have not increased?—No; the present requirements have been in force for the last fifteen or twenty years, as far as I know.

10045. (*Mr. Davy.*) The requirements of the Local Government Board have rather decreased, have they not?—Well, not as regards vagrant wards.

10046. But as regards buildings generally?—Yes.

10047. Such as in the matter of sanitary projections and so on?—Certainly.

10048. (*Mr. Simpson.*) Do the requirements of the Local Government Board include the requirements of local building bye-laws?—No; that is quite independent.

10049. So that a local authority has to look to the requirements of the Local Government Board and also to the bye-laws in force?—No; the local authority has only to look to its own bye-laws, but the local authority deals with a scheme quite independently of the Local Government Board. You see the Local Government Board only approve a scheme as a whole, they do not approve it in detail; the details are dealt with by the local authority according to their bye-laws.

10050. (*Sir William Chance.*) Have not the Local Government Board very often found a great disinclination on the part of boards of guardians to provide casual wards on account of the great expense?—I am hardly in a position to say that; you see, I am not in touch with the local authorities.

10051. Have not Bethnal Green stood out for years against providing casual wards?—Yes, I think so; but they are going very strong now with their wards; they will come, I think, the next to Hackney in cost.

10052. At present there is no disinclination to provide casual wards?—Not so far as I have found. I have found no disinclination at all; I have found a difficulty to get them to provide a cheap building.

10053. Does that apply to the country or chiefly to London?—Chiefly to London, and the big towns more than small towns.

10054. The more money they have to spend the more they want to spend?—The less they seem to consider the importance of economy.

10055. (*Dr. Downes.*) There is no difference, I think, between the Board's requirements for London and the Board's requirements for the country with regard to casual wards?—No, the requirements are the same.

10056. In addition to the question of the Building Act and the local bye-laws, there is the question of drainage: local authorities differ in their views as to the requirements of drainage; that would be a matter in their hands, would it not?—Yes, that is a matter in their hands, and it is rather a serious matter in London; the requirements are very much more severe and stringent in London than in the country.

10057. With regard to the Metropolitan Common Poor Fund, are you aware that the Local Government Board are continually applying the limitations of that Fund to a reduction of expenditure in London?—I know that expenditure is very carefully watched on behalf of the Metropolitan Common Poor Fund.

10058. When plans of a new building are submitted to you, do you often find that the first estimate gives you a fair idea of the final cost?—No; the first estimate is very uncertain and unreliable, especially if there is a competition for the work.

10059. Is it generally exceeded or the reverse?—The original estimates are exceeded.

10060. May I say almost invariably exceeded?—Yes, I think you may say almost invariably exceeded.

10061. A disadvantage of that is that it is not only misleading to the Department considering the plans, but also to the ratepayers?—Well, it is not always so misleading to the Department as it is to the ratepayers, because we are pretty well used to it, and we know pretty well what the cost of these things is going to be.

10062. But the ratepayer is frequently astonished to find what the total cost comes to?—Yes, that is so.

10063. Is the machinery for acquainting the ratepayer with the total cost quite all that it should be; do not the additions creep in by degrees, and the final cost comes out very often at a much later date, so that the ratepayer does not get the opportunity of really seeing what the total cost comes to?—I think the ratepayer is in a very obscure position as regards the cost of buildings that he has got to pay for, and I do not think the ratepayer is fairly treated in many respects. These schemes are

very often undertaken merely on architects' estimates. The local authority has sufficient money sanctioned to proceed with the scheme, and by the time the scheme is finished perhaps there is an increase of thirty or forty or even fifty per cent. on what the ratepayer supposed he was in for.

10064. And spreading the cost over a number of years by means of a loan, tends further to keep the matter from the knowledge of the ratepayer, does it not?—No; I do not think that does.

10065. But if the ratepayer had to find the money out of current rates he would immediately become aware of the expenditure?—Yes, to that extent he would be keener perhaps.

10066. If it were possible to limit the loan to the original estimate and require the local authorities to find the difference out of the local rates, would not the ratepayer then be much more aware of what was going on?—He would if it became public. In the case of expenditure by a board of guardians there is no public inquiry as in the case of expenditure proposed by a sanitary authority.

10067. There would be a large addition to the public rate?—But a man would not wake up to that till he had to pay for it on his note.

10068. He would remember it at the next election, would he not?—Yes, he might. There are several cases in which the Board have done what you referred to, that is to say, refused to sanction a loan for an extra expenditure, but that is in the case of public health work—infectious hospitals, for instance.

10069. I think a great deal of the Board's insistence in the case of buildings is not so much on expenditure as on the reduction of expenditure?—Yes, it is.

10070. A large proportion of the correspondence is directed to the reduction of expenditure?—Yes, it is. I could give you instances of the way in which the Board have pressed upon local authorities a cheaper scheme than they were advocating.

10071. And whether that effort is successful depends very much on the willingness of the guardians and the willingness of their architect?—Yes, certainly.

10072. In some cases it is possible that increased original expenditure might reduce the cost of up-keep, such, for example, as the introduction of glazed bricks to save painting?—Yes; and there is a good deal in the arrangement of the building, which affects the cost of the administrative parts.

10073. It does not follow that an original large cost would be money thrown away, if it would conduce to diminish subsequent expenditure?—No, if it really could be shown that it was reducing expenditure.

10074. And the same consideration applies to some extent to the question of using permanent materials, such as brick, as opposed to wood and iron?—Yes, it is easier to keep permanent materials of that sort in order.

10075. You have, in fact, to balance the cost of maintenance and the cost of original construction?—Yes.

10076. In the case of labour colony buildings, I think you said it would depend on the probable permanence of the particular institution?—Whether it was really an economy or not.

10077. If the reclamation of land or temporary work of that sort were intended you would not recommend expensive permanent buildings?—No.

10078. Unless the colony were going to remain there?—Yes. I think it would be economy to build certain parts, at any rate administrative parts of a building, if they were to be permanent, of permanent materials, and the temporary accommodation, or accommodation that might change in character, of temporary materials.

10079. With regard to the Hackney casual wards, I think these wards are provided with rather expensive boiler accommodation?—Yes.

10080. There is a chimney shaft, if I remember rightly?—Yes, that was made in connection with the test house. It was to serve a very much larger population than the boiler and laundry house really do serve.

10081. And that possible addition of a test workhouse also affects the site; it is a much larger site than you would require for a casual ward?—Yes.

10082. And the wall that has been mentioned, I think, is so built that party walls can be dovetailed into it at some future time?—Yes, it is built for them.

10083. A good deal of the buildings appear to be constructed with a view to some future contingency?—Yes, there was a great deal of money spent in connection with the test house scheme.

10084. Some of those superabundant water closets that have been mentioned are connected with the boiler house and outbuildings of that sort?—Yes.

10085. Evidently intended for a staff?—I think there was to have been a sort of separate labour establishment there; originally there were three departments included in the scheme; one was a labour department, one a vagrant department, and the other was a test department.

10086. So that what is built is the outcome of what was originally a triple scheme?—Yes.

10087. Will you give us some information as to the dimensions required for casual wards?—According to the instructions issued by the Board, the dimensions in the case of cells for men are a minimum width of 4 feet, a minimum average height of 10 feet, a minimum floor space of 36 feet, and a minimum cubic space of 360 feet; and for separate cells for women with children a minimum width of 5ft. 6in., a minimum average height of 10 feet, a minimum floor space of 54 feet and a minimum cubic space of 540 feet.

10088. What is the size of the working cells?—The instructions say that, if provided, they should be 6 feet in length, about 4 feet in width, and have an average height of not less than 7 feet.

10089. Are there any conditions as to the ventilation of labour cells?—No; there are no special arrangements, because they must necessarily have very fair ventilation, on account of the grids through which the stone is passed in the case of stone breaking cells.

10090. Are you aware that the amount of air required for a man in active muscular exercise is much larger than in the case of a man who is doing practically nothing?—Well, no, I am not aware of that.

10091. Do you see any architectural advantage in having the cells arranged at the end of the sleeping cells in the present manner?—No, there is no architectural advantage; it is done to be in compliance with the requirements of the Board.

10092. It is purely administrative?—Yes.

10093. (*Chairman.*) I suppose the real fact is that it is done with the object of having better control over the men?—Yes, they cannot get out.

10094. (*Dr. Downes.*) From an architectural point of view, do you see any objection to providing bunk arrangements which would sufficiently separate the men working in the yard?—None whatever, if constructed fairly solidly; they might get knocked about, if they were constructed of thin wood.

10095. In these places the men would be comparatively in the open air?—Yes, I think that would be preferable.

10096. Have you formed any opinion as to whether the cost of casual wards might be reduced if the female vagrants were treated separately in the workhouse instead of in the casual wards: that is to say, if you had not to make provision for the female vagrants in the casual wards?—Yes, it would make some reduction in the cost—not a very large reduction per head, because the cost of providing for women is not very much more than the cost of providing for men, so that the total cost per head would not materially be reduced.

10097. The number of female casual paupers is very small?—Yes, it is.

10098. Of course, it would necessarily imply a staff to deal with female casuals if you receive them also in the casual wards?—Well, there is generally the wife of the porter who looks after the female vagrants. I should like to say I think it is the cost of the staff that is a great element in the cost of the vagrant wards and the workhouse buildings generally. You have only got to look at one of these plans to see what the proportion of the staff accommodation is to the inmates' accommodation.

10099. Could you give us any information as to the staff accommodation that is provided at the casual ward; could you say roughly what the proportion is?—Well,

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here is a plan of a casual ward recently approved by the Board. (*Plan exhibited.*)

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10100. In this case the ground covered by the staff and administration accommodation appears to be about one third more than that actually covered by the sleeping accommodation of the inmates?—Yes.

10101. (*Mr. Simpson.*) Then probably the cost of the administration buildings is very nearly as large as the cost of the buildings for the inmates?—It is larger.

10102. (*Dr. Downes.*) Do the Local Government Board insist on such accommodation for staff as that?—No, not as laid down on the plan.

10103. (*Sir William Chance.*) That is the Bethnal Green plan?—Yes, it is copied from all these London casual wards.

10104. (*Mr. Simpson.*) Do you know how much the cost works out to in this case per head?—These wards are for twenty-three, and the cost works out at £261 per head on the estimate.

10105. (*Captain Eardley-Wilmot.*) Is there only accommodation for twenty-three casuals there?—Yes.

10106. What is the staff?—Well, there is accommodation for a superintendent and his wife and a friend, I should say in this case; the night attendant would sleep out, I think they generally do; the day attendant sleeps out.

10107. (*Mr. Davy.*) And there is a night porter's room?—There is a night porter's room, yes; you could house a staff of four on the premises.

10108. I see they have put in two baths; is that one for the male, and one for the female?—Well, I think that is the superintendent's bath, and the superintendent generally has a wife. I was asked some questions in connection with the cases of London vagrant wards as compared with provincial vagrant wards. In London the day rooms are kept as day rooms, and in the provincial unions the day rooms are used as associated wards; consequently I have only been able to take the accommodation in cells in London, but in the provinces I have taken the associated room or day room as affording accommodation for a good number of inmates.

10109. (*Chairman.*) Are there beds that turn up?—Yes, there are hammocks very often that fit into hooks.

10110. (*Dr. Downes.*) There would be a greater fluctuation of inmates in the country than in London, would there not?—Yes.

10111. Could you give us any suggestions for the reduction of the cost of casual wards generally?—No. So long as the policy is to provide accommodation on the cellular system, I do not think any material reduction could be made so long as the guardians have the matter more or less entirely in their own hands.

10112. (*Chairman.*) I suppose the Metropolitan building requirements do keep up the price?—They do; the standard of building in London, whatever it is, is very high.

10113. That is not the fault of the guardians?—That is not the fault of the guardians.

10114. The guardians have that dead weight round them to begin with?—Yes, and they are led by what has been done in London.

10115. Can you tell us what proportion—supposing there is a casual ward costing £150 a bed—is due to the requirements of the London Building Act?—I could not say it in that way. I should think it might mean a difference of 15 per cent. on the cost of the building as compared with what might be done in the provinces where there were no bye-laws.

10116. The cost is about 15 per cent. more owing to the London Building Act requirements?—Yes, I should say about 15 per cent.

10117. Over and above the ordinary cost?—There is a great deal of expense in drainage, in fire-proof buildings, and in escape staircases.

10118. (*Mr. Davy.*) Is the number of water closets affected by the London Building Act?—No, not the number.

10119. (*Dr. Downes.*) I think you have some information

as to the cost of test houses; by test house, I mean a work-house in which able-bodied men are set to work as a test of destitution?—Yes. With regard to test houses of important size, three to my knowledge have been built in the provinces, one by the combined unions of Chorlton and Manchester for 686 inmates at a cost of £41,233, which represents about £60 a head; one by Sheffield for 240 inmates at £41 13s. per head; and one by West Derby for 1,000 inmates at £113 per head, to which was added or is being added at the present time vagrant wards at a cost of £80 per head.

10120. (*Sir William Chance.*) Why should West Derby be able to erect casual wards at only £80?—Well, they have a very large establishment; it provides for 480, and there are a good deal more in associated wards than there would be in London.

10121. And is there not so much accommodation for the attendants?—No: I think that is a good deal more moderate than in London; the administration is cheaper. It was a scheme which was very much cut down.

10122. There is no reason why the administration should not be cheaper in London?—No, I should have thought that the administration might have been cheaper in London.

10123. Of late years have the majority of the casual wards in London and in large towns been erected on sites quite separate from the workhouses?—Yes.

10124. That of course would add to the cost of administration?—Yes.

10125. (*Captain Eardley-Wilmot.*) In vagrant cells, do the Board require that there should be bell communication with the officer in charge?—Well, so long as the tramps are locked into their cells, I think there should be some communication with the porter.

10126. Is that insisted upon?—Not necessarily. There is a provision in the regulations as to suitable means of communication being provided; a bell should be fixed in the attendant's room.

10127. Is artificial light required to be provided in the cells for the dark hours?—No, I do not think it is required; it is nearly always provided, though.

10128. Does that come into the expense of the building?—Yes.

10129. How long ago were the Hackney casual wards opened?—About three years ago, I think.

10130. Have any other casual wards in London been opened in your time?—Yes; there was St. Pancras.

10131. Was that on the new cellular system?—Yes. Holborn and Stepney, too, are recent. I do not know whether they have been opened since I have been Architect to the Board.

10132. Could you say from memory what number of country ones have been opened in the same period?—Not from memory.

10133. Can you say roughly; there are about 600 altogether?—Well, not more than about ten a year, I should think, on the average.

10134. That would be in your time?—I should think about ten a year, speaking quite roughly.

10135. You mentioned about four or five in London?—Yes.

10136. (*Chairman.*) Would it, in your judgment, be possible to have an amount fixed by the Local Government Board for the average cost of casual wards: it would of course vary in London, in the large towns and in the country districts?—Yes.

10137. If that amount were fixed, any board of guardians should be required to show cause for any excess over that amount?—It might be done in London, I think, but it would be very difficult to do it in the provinces owing to the variety of prices in the labour market.

10138. But it would be a good reason for any excess, if they had to pay 10d. an hour instead of 7d.?—I think it would be very easy for a local authority to make out a case if they wanted to spend more money, and I think it would be very difficult for the Local Government Board to check it: it is much easier to make out a case for expenditure than to make out a case for economy.

10139. I thought it might be an advantage if the Local Government Board fixed an average sum for a casual ward, say on the cellular system, and required the guardians to show good cause for any excess?—Yes, I think it might be done, but I think it would be rather troublesome and not entirely satisfactory.

10140. Do you not think it would lead to a more uniform cost?—I think there would be some difficulty about that; I think I may say we find that the rural authorities are very much more interested in economy than the towns, and there is no need for the pressure to be put upon them as there is in the case of the towns.

10141. But in all cases, town or country, the Local Government Board have to supervise?—Yes, in all cases.

10142. (*Mr. Davy.*) Have you considered the possibility of limiting the loan to what you consider a reasonable amount?—It was done in Brentford.

10143. It has been considered in the case of the cost of isolation hospitals?—Yes; it has been done there.

Mr. H. J. TORR, called; and Examined.

10148. (*Chairman.*) You are a justice of the peace for Lincolnshire?—Yes.

10149. And one of the authors of the very admirable report of the Lindsey justices on the Belgian labour colonies?—Yes.

10150. Now, in your county is the law as to vagrancy enforced?—Yes, we have been committing to prison for a very long time now for simple begging, giving generally seven to fourteen days; that system has been in operation nearly 50 years I should think.

10151. Do you give cumulative sentences; that is to say, if you get a man convicted two or three times for begging in the same year, do you then give him a longer sentence?—Yes, we generally give seven days for the first, and fourteen days or a month, or possibly three months subsequently.

10152. You deal with them on the cumulative principle?—Yes, distinctly.

10153. Do you find that the seven day sentence as a rule has much effect?—Well, the point I wanted to make was that none of them have the slightest effect, the figures absolutely prove that. Take the last five years, the persons proceeded against for begging in 1900 were 912; in 1901, 1,290; in 1902, 1,474; in 1903, 2,207; in 1904, 2,409; and there is again an increase in the first six months of this year. That is in spite of the practice of giving these sentences.

10154. Are those as a rule men who come out of casual wards?—Very largely, they pass the night there; and then the police have very strict orders to arrest for begging. If a man goes to a cottage and begs—if he only asks for a cup of water or a cup of tea and bread and butter—and the policeman sees him, he will arrest him for it. When he comes before the bench, speaking generally, if it is fairly obvious that he is a *bona fide* working man—if his hands show traces of work—he would be cautioned as to the practice of the county, and no further notice would be taken, but if he showed that he was a man who had been on the road a good long time, if he was an habitual, he would certainly be sentenced. Judging from the sentences at one court, nearly 90 per cent. of the persons proceeded against are convicted.

10155. Do you think a sentence of seven days is deterrent at all?—I do not think it is a deterrent in the slightest degree; I have cuttings from the newspapers of a good many cases where they deliberately ask for more. There was a case tried at the assizes only a week ago. A man deliberately set fire to a stack of hay on the windward side of a second stack, and he went and gave himself up to the police, and in the calmest way said he wanted to get a good long sentence. There is another case which came before the recorder of Lincoln, in which a man broke a plate glass window worth £40, and gave himself up to the police, saying his object was to get sent to prison.

10156. Do the masters of casual wards in your county give a task?—Yes, all our workhouses have tasks.

10144. Did you find anything result from that?—It is very difficult to say whether they feel it at all; of course the burden of it comes upon the ratepayers.

10145. In country districts is it not very often the case that the Inspector is urging the guardians to make this building provision, and he throws his influence in favour of getting the building set up somehow or other?—Yes, I think there are a good many cases in which the Inspector takes the initiative in connection with building schemes.

10146. And would be very unwilling to see them abandoned altogether, as they might be if you insisted on economy?—Yes.

10147. Have you any opinion whether vagrant wards could be used for other workhouse purposes?—I do not see any reason why the cells in vagrant wards should not be used for ordinary inmates of workhouses. The cubic space in the cell is precisely the same as what is required in dormitories, and with very little alteration they could be made perfectly suitable for a certain class of inmates.

10157. There is uniformity with regard to that?—There is no uniformity with regard to the tasks; but there is a task in every workhouse.

10158. Of course, they have the power of limiting the task according to the physical capability of the man?—There is a large discretion vested in the masters.

10159. Do you think the task is such as makes a man shun the casual ward and try elsewhere instead of going back to the casual ward again?—I think the task is a little heavier in the workhouse than in the prison; I do not think we break granite in our prison; you see we cannot get granite readily, that is a difficulty. One or two of the workhouses have gone to some expense in the matter purely as a deterrent, and the granite breaking in those, I think, has reduced the vagrancy.

10160. Do you suggest that men may prefer to go to prison rather than to the casual ward, because the casual ward labour is harder than that in prison?—Yes. You see, owing to the fact that prisons are run on a military system, and the warders are like non-commissioned officers with relatively long periods for meals, marching men backwards and forwards and calling the roll, the duration of a labour task is exceedingly small. That was one of the points we made. If in a labour colony you could get, instead of warders, a foreman, the men would go on a regular labour task of some educational value. Warders march the men off to breakfast, there is the time for the warders' breakfast, then there is the calling of the roll again, and by the time the warders have come up after their period for meals, you get the actual hours of work reduced to very small numbers.

10161. What is your view with regard to the establishment of a labour colony in England?—We feel very strongly on that point. In the first place, the vagrant class who now come before the magistrates under the Act of 1824, instead of being sent to prison, should be sent to a labour colony; that is to say, the powers of the magistrates should be extended so that they might be able to impose this alternative punishment; instead of giving a short period of imprisonment, the magistrates should be empowered to give a long period of detention.

10162. I take it that the man you send would be one to whom you could apply the term "habitual vagrant," that is, a man who has been convicted a good many times of acts of vagrancy; you would not send a man to a long sentence of detention in a labour colony who had only been convicted once or twice?—No, but I would sooner send him three months to a labour colony straight off than for a week to prison. The short sentence diminishes what little self-respect he has got; it does not teach him any single thing; he comes out rather bitter against the world. If we send him to a labour colony, even for a few months, that deteriorating effect is not felt, and there is some chance of finding out whether with regular labour, doing his nine hours a day, he cannot be put into better shape.

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10163. Might not public opinion be rather against sending a man for even three months simply for an act of begging; do you not think it would be the best plan, say, to bind the man over or register his conviction, say for once or twice, and then if he commits the offence a third time, there would be no hardship in sending him for a long period to a labour colony?—That would be quite satisfactory. My point is that he ought not to go to prison, and that you are doing no good by these terms of short imprisonment, which cost the country a lot of money.

10164. If the man before being committed had been convicted twice and warned, there would not be the same feeling against his detention for a long period?—I think that is an excellent idea; I think that would meet the difficulty.

10165. In that case the labour colony could be the place of actual detention?—Yes; as the result of examining the colony at Merxplas and the Swiss colonies, and knowing most of the English ones rather intimately, Hadleigh and Lingfield, and the rest, I am absolutely convinced that without the power of detention the colony cannot permanently succeed, because the man that you most want to help, I think you will agree, is the man who comes out of our slums, who has never been taught to work, who is unfit in some way, it may be physically, morally, or mentally. Of all of those men who were in the Church Army labour tents and similar places last winter, there was not one to whom an employer could give a full day's work for a full trade union day's wage, and get his wage back again; they are all unfit in some way. These men go to a place like Lingfield, or Hadleigh, and a few of them turn out well, but the great difficulty is that the men who most want the long period have not got the grit to stay there for it. For the whole of that class, the class that has never learned to work, you must have compulsion, just as you make a child go to school to work. Another man whom we find rather frequently on the road is the working man who is dropping out of regular employment. The pressure on the inefficient is tremendous now in any trade. You have seen all sorts of statements that people will not employ men of over forty since the Employers' Liability Act came in. That is a very broad statement, and not literally true. But it is true that the pressure of modern labour conditions is driving out the inefficient. The employer cannot afford to employ them at full wages, and public opinion is against "half wages." A man when he starts downward has got almost the full skill at his finger tips, and he gets little odd jobs here and there on the road, and he gets down. If you could put him in a colony, unless there is detention, he will not stay there, because the life of freedom appeals to most men, and he will go out and go down. You get him there, and what do you see at Merxplas; the most highly skilled men are perfectly content. I had a talk with a man who was carving a statue of the Virgin for their chapel. It was a beautifully artistic work, and he was clearly comfortable and not discontented.

10166. Was that man looking forward, do you think, to getting out and earning good wages afterwards?—No, it was drink in his case; he would go out, but he would not be out very long when he would take to drink again and break up altogether. Inside, away from drink, he was working and turning out most beautiful work.

10167. He was well content where he was?—He was well content where he was till the fit came upon him.

10168. I suppose at remunerative work a man like that would do well?—Outside, that man could be earning £3 a week.

10169. As regards the work done in a labour colony, do you think the men would nearly pay for their keep?—I think if the colony was given a free run it could be made, not exactly to pay, but very nearly to pay; I mean in this way; if you let the colonists do the whole thing, let them build their own buildings, and do all their work, so that there is plenty of employment for them; but if you are going to start outside labour to put up a lot of new buildings, and charge the colony with interest and depreciation on them, and then have nothing for the colonists to do, it will be a dead loss, a failure.

10170. Then you would begin with a smaller number of men, and let them gradually provide accommodation for a larger number of men?—Build the whole thing up like

Merxplas. Merxplas has no capital value against it at all, and the consequence is the colonists have always had plenty to do. They started by building one set of houses and then another; now they are building their farm buildings; there is always something to do, and there is very little competition with outside labour; there is none of the difficulty of having to do something you have to sell; the men have always got to do something which they can use.

10171. I suppose there might be some outcry on the part of outside labour?—I would challenge them on the ground, that if they object to a colony selling in the outside market, then, as any trade unionist would admit, the trade unionists have no right to compete with the colonist in his market. You can have your two markets, but the basis of the trade union's outcry is unfair; they build all the prisons, make all the clothes of the prisoners, and they say the prisoners are not to sell outside. The whole chance of the prisoner's labour is gone for ever, because what they ought to be making, their houses and clothing, is already provided from outside.

10172. Do you know Merxplas well?—Well, we spent three long days there.

10173. Is the system there one that you could apply in England?—I think so, in the main; but considerable improvements might be made on that system. I think in the first place that it is much too big; 5,000 men in one place is far too many.

10174. What is the limit in numbers that you would suggest for England?—Well, I should like to see them limited to hundreds; 500, I think, would be quite enough; otherwise, I think you cannot get personal touch.

10175. Then as to the controlling power, would you have it under Home Office inspection?—Yes, certainly. I think the general idea amongst those one has talked with, and my own idea too, is that there should be no hard and fast type of colony, but that a good deal of experimental work might be done, provided they were all inspected and certified. The counties might start some, philanthropic bodies might start others, and the Home Office others—probably those for the longer terms—but they ought all to be entirely under Home Office inspection.

10176. You think it would be far better to have them under Home Office control than to have them under the control of a local body?—I think you must have Home Office inspection, and Home Office rules, and have them certified.

10177. There might be a visiting committee of local magistrates as in prisons?—Yes.

10178. With the actual supervision of the Home Office Inspector?—Yes. We thought that with regard to labour colonies, the director or the head should have a certain amount of power, just the same as a prison governor has, and further powers should be vested in visiting justices, exactly in the same way as in prisons.

10179. They would make their report, and the Government Inspector would see that report, and use it as he thought fit?—Yes. Another point we felt very strongly about Merxplas is that there is so little grading about it; it is all uniform, there is nothing to inspire a man to go on. If we had colonies in England, the whole chance would lie in grading everything, grading each colony in itself into different classes, and then having various grades of colonies.

10180. Would the grade be in proportion to the character of the man?—At the outset.

10181. The character of the offence and so on?—But I think distinctly with power of progress in the man to go up from class to class and colony to colony.

10182. You might have two colonies within reach of each other; one for men convicted of offences more serious than vagrancy?—Yes.

10183. It would be advantageous to have colonies with different degrees of severity of imprisonment?—Yes, certainly, and I should like to see it made possible for a colonist to work himself up from the one to the other, so that he need not be permanently sentenced to the more penal one.

10184. Then you would also have grades in the same

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colony?—Yes, and even from colony to colony, and I should like to see the whole system kept distinct from the criminal system; that again is an objection, of course to Merxplas; I think that they put certain classes of criminals into it.

10185. We understood that the Salvation Army do the same thing, and put a man who has been several times convicted amongst men who have never been convicted. I gather that you would not favour such a system?—It is a large question; certainly when the men are disposed of authoritatively the two systems ought to be absolutely distinct. The man is a colonist, he ought to be spoken of as a colonist; abroad he is a *détenu*, but even if he were sentenced to seven years, it ought to be seven years' detention as a colonist, never to be confounded in the public mind with the criminal, or anything to do with the criminal.

10186. For some crimes a man must, of course, become an actual convict?—Oh, yes. My point was that you would keep the whole of this series under the vagrancy law, and not under the criminal law.

10187. Now, if you put a man in a colony, how are you to make him work, if he is a regularly idle man who is determined not to work?—I agree with Mr. Brooks at Lingfield very much. You dock his food. I think a director must have a large amount of power in cases like that, and there must not be too much routine.

10188. You would have grades of food then?—I would.

10189. A man who does a good day's work should have a good meal, and a man who refuses to do a good day's work should be fed on a lower scale?—Just to keep him alive; and then I would give him cells, and make it hot for him; and then if you put side by side with this system of penalties a premium system like that at Hadleigh, whereby a man by earning a little more can buy a little more food and secure greater comfort, you provide an immense incentive to work. Take the principle of allowing a man to work himself up from the bottom grade colony, where the conditions were rather severe, to a higher grade colony and so on, and put that motive; and then, instead of as at Merxplas, where they send them to bed when they have nothing more for them to do—that is all they do with them—let philanthropic agencies and religious bodies under proper supervision, really organise the leisure time of the men, really try to educate them, and work amongst them. I believe the whole of the Merxplas figures could be transformed if there were something of that kind; the whole of the reformatory side in these colonies abroad is non-existent.

10190. One drawback in the Merxplas system seems to be that they mingle the men too much together?—Yes, there is very little grading and very little distinction of any kind.

10191. Have you any idea as to the probable cost of a labour colony in England?—One has only to be able to see what they have done abroad, and take the figures of the Local Government Board return about the workhouses in England.

10192. Have you gone into the cost of the vagrant now who, when convicted, is sent off in charge of a policeman to the county gaol, some thirty or forty miles off. The man gets only a few days' imprisonment, but it costs the county a considerable sum. Against that in a colony, if a man would work, the relative cost would be small?—Yes, you would save a good deal, and you would keep him there for a much longer period.

10193. You keep that man from begging on the roads; you save his cost in the casual ward?—Yes.

10194. I do not know whether you have ever calculated the profit and loss on the whole transaction?—There is not much to go by. Our governor gave us some figures on the subject; one man cost the county £12 and another £16 10s. in travelling expenses alone in being taken to the place of trial and to gaol. In one case there were thirty convictions; that would mean only about 10s. a time.

10195. (Captain Eardley-Wilmot.) And there would be the expenses of the man's escort?—Yes; that would have to be paid by the county.

10196. The county would get the set-off against all that?—Oh, yes, if you put him in the colony, you would have the set-off of what he probably would incur in being taken

backwards and forwards to prison. You have got a very large number of savings, what he begs, what he costs in the workhouse, in the prison, and on the road, and the community as a whole would save all that.

10197. (Chairman.) I take it from what you have said that you are not of opinion that the short sentence is useful as a deterrent?—We are absolutely certain of that, as the result of experience of a county where the law has been uniformly enforced for now something like 50 years.

10198. Have you studied the way-ticket system?—No, not largely. I did some sixteen or seventeen years ago, when it was in vogue in Gloucestershire.

10199. You probably are aware of what the Gloucestershire system is?—Yes, I had a good deal of correspondence with Colonel Curtis-Hayward; we wanted at first to introduce it into Lincolnshire; but we were not very keen on it, I think, from the difficulty of getting other counties to agree with it, and one thing and another. The whole essence of the thing depends upon it being general.

10200. A great many witnesses we have had have considered some such system?—I think it would be of value in another way. You raised the question of public opinion. I think if we are to have a scheme of this kind, it must be one which would appeal to the public; you must convince the public that you fully meet the man who is a *bona fide* working man in search of work. I believe the public will then tolerate a very large amount of detention for the other class, the permanently inefficient man.

10201. To the man honestly in search of work, the ticket would be a passport, while it would be a means of identification against the dishonest man?—Yes, I should like to see that worked as part of the colony system, if you had a colony for the permanently inefficient and the vagrant; you should have some way-ticket system to facilitate labour movements.

10202. You think that a way-ticket system might be advantageous if it were generally applied?—I do, certainly; and, unless it is general, I think the difficulties would be too great.

10203. (Sir William Chance.) You would give the ticket to the *bona fide* traveller?—Yes, I take it the man of labour, *bona fide* seeking employment in new scenes, will be continually growing; with the new conditions of labour, trade shifts from place to place rapidly now, and you must provide for that man as apart from the habitual, if only for the reason that public opinion will not allow you to segregate the habitual vagrant unless you have offered the *bona fide* working man a real good chance.

10204. (Chairman.) There would be the difficulty that you could hardly apply the ticket system to the man who has been in the common lodging-house?—I think if it was in existence, public opinion would largely enforce it themselves, because they would cease to give to tramps.

10205. (Mr. Davy.) What in your view is the best form of colony?—Well, my view on that point is that, judging from my experience both of the English colonies and the foreign colonies, the colony system as a whole must include industrial as well as agricultural labour. If the colonies are merely agricultural, although some good may be done by putting a comparatively small number of men back on the land, yet the progress of machinery makes the demand for labour on the land continually grow less. Further, the agricultural colony makes no use of the skill the down grade workman already often possesses, and thus wastes a very valuable national asset. I think our experience has been that so many of these men are *bona fide* workmen who have been to a large extent slipping down, just through a little lack of efficiency in one form or another; the moment they first slip out of the ranks of regular labour, they practically possess a very large modicum of skill, and what we want to do is to save that skill, both for them and for the nation. It is a gross waste to put a mason, a book-keeper, an engineer etc., to cart manure. At Merxplas, you will see the most delicate electrical indicators and those sort of things, all made entirely on the place. The money value of these electrical indicators to the nation represented a wage earning capacity of perhaps £2 or £3 a week. It is absurd when you have got a man like that, that you should set

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him to cart manure, the value of which is perhaps only 10s. or 12s. to the nation. And that largely affects the question whether it may be made self-supporting or not. It could not be made self-supporting if you are to grade everybody down to the wages of the agricultural labourer. It can be made self-supporting, if you are to use the skill of the artisan at its proper financial equivalent. We submit it also neglects the chief lever available to raise them—their professional pride. It also inevitably leads to competition with outside labour in the market, and consequent friction. The comprehensive colony system on the other hand, as organised in Belgium, largely avoids these difficulties. Each man brings his existing skill to the profit of the whole system. Men temporarily out of work can also thus keep themselves without losing their capital—their technical skill. For instance, if a watchmaker ceases to make watches for a very short time, and is put on to break stones, he has lost what is of immense value to him as well as to the nation—his manual dexterity—which is rapidly deteriorated by such rough work. To secure this system, however, it must be remembered that it is essential that the colonists should supply all their own wants, housing, clothing, &c., as well as their food. The complaints of outside labour that prison labour at present competes unfairly with them is due to the fact that outside labour has already deprived prison labour of all that portion of its natural share of work which is comprised in the erection of its housing accommodation. In prisons this cannot be avoided probably, but in any colony system if outside labour starts by providing the houses and the clothing of the colonists, obviously there will not be sufficient work for the colonists to do, except by producing goods for sale in the outside market. Merxplas with some small exceptions is fully organised on the basis of a self-supporting communistic community. The colonists provide all their own requirements from the very beginning, and in consequence there is little lack of employment. When their necessities are provided they can produce comforts for themselves, and ultimately, possibly, even luxuries.

10206. You are aware that at Merxplas they do not teach anything?—Yes.

10207. They do not have any apprenticeship, but they utilise a man at his own work?—Yes, that is one of the deficiencies; there is a little teaching however done at the colony at Wortel.

10208. To teach would considerably increase the expense?—Well, you would teach on a sort of apprenticeship system, I gather; at least I should think to bricklayers you would attach the unskilled, and they would gradually become skilled, and to the men making the different things attach a certain number of quasi-apprentices in each shop; you could do a considerable amount of teaching.

10209. That is not done at Merxplas?—That is not done.

10210. At Merxplas a purely unskilled man goes to land reclamation and digs the land?—And provides the motive power. There is no steam power for the lathes and everything like that, and there is a great mill; 120 men are taken up in driving a mill—a frightful waste.

10211. They would not learn anything?—No, nothing whatever.

10212. So that your idea of a colony is one which is industrial as well as agricultural?—Yes, very much like Merxplas, only I do not see why you should not have an agricultural colony in one place, and an industrial colony in another, so as to keep the numbers in each place down; they need not necessarily be in one place, although they are included in one system.

10213. You suggest some modifications in the Merxplas system; you think Merxplas is too large?—Yes. It becomes very much like our old barrack schools; there is very little possibility of teaching the men individually, or keeping in touch with them.

10214. You are aware that the director is of the same opinion?—Yes.

10215. And that the Belgian Government contemplate starting another colony somewhere near Liège?—I do not know that.

10216. For 1,000 men?—That would be an immense improvement. Then, as I have already pointed out, we do think grading is essential, everything should be graded. I think it is the experience, both at Hadleigh and at Lingfield, that the great motive force to get these men up again is to give them a chance of climbing up a ladder, therefore you must make a ladder. At Hadleigh it is splendid, they grade every single thing upwards from the barest necessities of life. A man starts with his meals on a bare board, and he goes up to the top room, where he dines on a table with flowers and a table cloth on it; he begins with a box and leathern coverlet and can win a room to himself, all by working himself up.

10217. But the numbers at Hadleigh are quite insignificant?—Yes, they are.

10218. 120 to 200?—Yes. But supposing you had these colonies not exceeding 500, you could introduce an immense amount of grading, if you had got an able director and gave him a free hand.

10219. And your idea would be that the punishment would be by docking his food; would you pay the colonists?—Yes, I should let them earn a small and a nominal sum; I should have no fixed wage, whether they worked or not, but if a man worked fairly I would give him a small bonus, probably largely in tallies that he could use at a canteen at the place.

10220. So that he could supplement his food?—Or buy tobacco or any little extras.

10221. As regards the dietary at Merxplas, they do not give any meat, I understand?—Meat in soup, I think; I think there is meat occasionally, but the dietary probably would not be considered sufficient in England.

10222. In considering cost we have got to make allowances for the differences in character between the two nations?—The food was very good; I tried it all; but you would have to allow more in England. On the other hand, if you used machinery you could increase the productive capacity of the colony. The 120 turning the mill were not earning sixpence a day probably. If you put a machine in, you could let the colonists work the machine, and then let those 120 do something else.

10223. If you increase the output, you would increase the difficulty of getting rid of the output?—You would consume it all in the place.

10224. (Sir William Chance.) You spoke of delicate electrical plant just now. Do you suggest that anything of this sort should be made at the colony?—No, I was referring to a man, say a watchmaker, who is put on to picking oakum or breaking stones. The delicacy of his fingers is gone; you ought to put him on to something which would preserve the delicacy of his fingers.

10225. (Mr. Davy.) At Merxplas they make certain things which are sent to England?—I did not know that they sent them to England.

10226. We were told they sold mats which come to England?—Oh, they do sell mats, but I did not know that they came to England.

10227. In England we are not allowed to sell mats and such things made in prison, on account of the interference with outside labour?—Yes.

10228. And yet things made in foreign penal colonies can be introduced into this country?—Mr. Chamberlain had better deal with that, had he not? It is not a thing one would support at all, but my point is that you must either isolate outside labour as a whole, and let the colony provide for itself entirely, in which case you may rightly say "You must not sell anything in the outside labour market"; but you have no right—as is being done now—to say to the colonists, "We will do a lot of work for you, in the shape of making your clothes, building your house, grinding your corn and sending it in as flour, but you must not do any work for us." If the outside labour sends into the colony, the colony must send out to pay for its purchases, but if on the other hand you start the colonies, or develop them, on what you may call a communistic basis, so that they do everything for themselves, then you may quite easily insist that they shall sell nothing outside.

10229. My point was this; we may think the present restrictions on the sale of prison goods is absurd, but still

they exist, and we have to take them into consideration when we are considering what could be done in a large industrial establishment of this sort?—Yes.

10230. For instance now, what would be done in this country with the bricks that are made at Merxplas?—It would take a good many years to build the houses for their own accommodation, their own farm buildings and everything.

10231. What would be done here with the shirt buttons that they make?—They use a great deal; they need not make more than for themselves. They would go on making other things for themselves.

10232. There would be a difficulty in selling things in the open market unless public opinion or the view of the trades unions changes?—I should like to see them entirely cut off from the open market, and be entirely self-supporting communities, subsisting by their own exertions.

10233. Going back to Merxplas again, would you introduce machinery; do you think that the community could consume on the premises all that could be made, electrical machines, bricks, buttons, the castings, etc.?—Distinctly; if they can produce more than they consume, they are more than self-supporting; the whole mischief of these places is that they cannot produce as much as they consume, and that is why the outside world has to help them.

10234. They have to pay for supervision, officers' salaries, etc.?—All that comes in from outside. However you start these colonies, however much they produce, outside labour will always have to pay something for them.

10235. I am merely pointing out the difficulties?—I am trying to drive at the economic basis of the whole thing, that it is impossible for them to produce more than they can consume. It is perfectly true they may produce more buttons, and want to dispose of those, but then they have had to buy the slates. I think the principle we have got to insist upon is this, that if we buy slates from the outside world, we should be justified in paying for those slates with buttons. I mean, to put it in a very crude shape, outside labour would lose nothing.

10236. You adopt the language of the economist; how shall we satisfy the button-maker by saying you have bought slates from the slate merchant?—As far as possible, I should buy nothing and sell nothing; you might have one colony, if you want a lot of slates, in a place where you can get slates, and you might have another colony in the Lincolnshire fens, because there is an immense amount of land to be reclaimed there, and you might have another colony where timber was to be grown.

10237. There would be a distinct advantage in having many colonies in different parts?—Certainly, but I think if you went outside for things, I would face a trade unionist on that argument, and I believe he would see it. Might I say I do attach great importance to the introduction of religious influence. I think that has been noted by other witnesses here, but that again is absolutely deficient at Merxplas; there is nothing whatever done.

10238. (*Mr. Simpson.*) And you feel strongly the desirability of religious influence in a labour colony?—Very strongly.

10239. It might be managed by charitable or philanthropic organisations being allowed to come into the colony?—Personally, those are the lines I should like myself to see it on, rather than the State doing it.

10240. (*Mr. Davy.*) Merxplas is in no sense reformatory I think?—I do not think it is at all; hardly at all.

10241. The day we were at Merxplas there were only twenty colonists there for the first time?—They are mostly habituals.

10242. It means that once a colonist, always a colonist?—Oh, yes.

10243. Were you informed that men were discharged very often, and re-arrested within two or three days?—Well, we were told that when they went out they often went on the drink, and then came back again.

10244. What would you do with the wives and children of your colonists?—That is a difficult question. I do not

think the class of vagrant who comes before us in Lincolnshire very often has a wife, or at any rate an acknowledged wife.

10245. It is more a paper difficulty than a real one?—Yes.

10246. Now, just a question or two about Lincolnshire; do you ever send a man to quarter sessions as an incorrigible rogue?—Yes.

10247. For what sort of an offence?—For a long list of convictions. Practically that is all.

10248. And what do quarter sessions give him?—Almost always twelve months.

10249. Do they ever flog him?—Never to my knowledge. I have never heard of such a case.

10250. That is a possible arrangement according to the present law?—Yes, it is, I believe.

10251. Your suggestion is that the incorrigible rogue for vagrancy offences should be detained in a labour colony?—Yes, instead of giving twelve months' imprisonment, I would give him seven years in a colony. There were two up before us only a fortnight ago, and one of them was only just out from a twelve months' sentence.

10252. What had he done this time?—He had been caught begging again. He got twelve months' hard labour at the Lindsey quarter sessions on the 12th November, 1903, as an incorrigible rogue. He was up again on 30th June.

10253. Can you hazard any suggestion why that man stays in the county of Lincoln, where apparently every beggar is run in?—I do not know.

10254. (*Captain Eardley-Wilmot.*) Probably he would be caught before he could get out?—He had a chance to get out. The police are fair.

10255. (*Mr. Davy.*) Do you have many cases of sleeping out?—Not many in our petty sessional division; I believe there are a certain number in some petty sessional divisions.

10256. Do the police apprehend for that offence; I mean are they strict?—Well, I would not like to say; certainly we do not in our petty sessional division and in the two that I know.

10257. There would not be many cases of sleeping out, I suppose?—I do not think so; it is nearly all begging.

10258. Your figures are remarkable in this way that although you enforce the Vagrancy Act very strictly, yet the number of pauper vagrants and the number of vagrant convictions increase?—Yes, the numbers of paupers in the workhouses are increasing very largely.

10259. Paupers of all classes?—Yes.

10260. Now take the two men whom you mention in your report. All the convictions set out are within the county?—Yes.

10261. Now probably they would be convicted occasionally outside the county?—I do not know that other counties are enforcing the Act in this way. I wrote to Nottinghamshire, our adjoining county, and they certainly are not.

10262. Your figures are quite remarkable as compared with other counties?—They are.

10263. Why do these men who are so frequently convicted for begging stay in the county?—I do not know.

10264. You say that prisons are not deterrent to the vagrant class at present?—That is so.

10265. Do you think that prisons are less deterrent than they were?—Yes, I do.

10266. Can you attribute any reason for their becoming less deterrent?—Well, I think the old treadmill was distinctly a deterrent, whereas nobody minds wood bundling under comfortable conditions.

10267. What is your equivalent to hard labour in Lincoln?—Well, I think they do as much wood bundling as anything.

10268. (*Captain Eardley-Wilmot.*) Wood chopping?—Wood chopping, wood bundling, and a bit of gardening. I am not certain whether they do stone breaking or not. I know a short time ago they were not, because there was great difficulty in getting stone, but they may be stone breaking now.

Mr. H. J. Torr.
19 July 1905.

Mr. H. J. Torr.
19 July 1905. 10269. (Mr. Davy.) Would you allow justices in petty sessions to send men to a colony for a term of years ?—I do not know about a term of years ; I thought the Chairman's suggestion was an excellent idea.

10270. The Chairman's suggestion was that a conviction should be recorded, and after a certain number of convictions the man should be sent to quarter sessions to be dealt with?—I would not deal with him at quarter sessions, because I think it makes him too much of a criminal for one thing, and the other thing is you have a great many of these cases, and they would be dealt with as incorrigibles by quarter sessions as a mere matter of routine. Incorrigibles are not tried by a jury, they are disposed of at once. If they were not dealt with perfunctorily, you would have quarter sessions broken down by the number. Quarter sessions just gets through its work in a day.

10271. Would you trust petty sessions with a man's liberty for three to seven years ?—I do not know about the seven, I would certainly do so up to three, after giving the man a warning once or twice.

10272. Have you formed any sort of estimate of the number of people who would have to be locked up at starting ?—I think a considerable number. I was talking to a Labour Member in the House a short time ago, and he said he could pick me out 2,000 in his own knowledge who might be sent as colonists.

10273. The man who has taken to the road wholly you wish to segregate ?—Yes, and the men in half the shelters in London and in the Salvation Army tents are men like that.

10274. You must have some colonies ready to send them to ?—But you would only begin a system of this kind, I take it, on quite small lines ; get one or two colonies with power of detention vested in certain persons, and gradually the surplus labour of these men would go in building accommodation for others. If you get these men off the street you would also stop the breeding of these creatures.

10275. What I mean is this ; a man would have to be sentenced to segregation for those years by a judicial sentence of some sort, even if it were only justices in petty sessions ?—Yes, I should keep it as little judicial as possible. In the Belgian system there is a distinct difference between the judicial system and the sentences on these men.

10276. You would sentence a man by the course of law, I take it ?—Yes, but an administrative order is more my idea.

10277. An administrative order must be given by somebody, and that administrative order must have the force of law in so far as it takes away that man's liberty for seven or three years ?—Oh, yes, it does ; you would have to have the same authority to do it.

10278. Then you must have some place ready to which these people can be sent ?—Yes.

10279. Therefore I suppose the Home Office would be responsible for providing those places ; or could you trust to voluntary societies ?—Our idea is that the Home Office might start some ; a certain number of the existing colonies, like Hadleigh and Lingfield, might be certified by the Home Office, and counties might be encouraged to start others, and they should be certified in the same way that an inebriates' home is certified now, subject to certain rules and regulations by the Home Office ; the magistrate then should have the power, instead of sending men to prison, to send to any certified labour colony under certain limitations.

10280. Who should pay for that certified labour colony ?—Well, presumably the Home Office would pay for part ; the Home Office would save on its prison population ; the boards of guardians might pay for part because they would save on their workhouse accommodation.

10281. Boards of guardians are not much interested in the tramp ; he has got no settlement ?—They have to take him as a vagrant in their casual ward.

10282. But the man has no settlement ?—No. There was a movement a short time ago to establish cells for vagrants in Lincolnshire. We rather got it stopped on this very ground, that it was unwise to commit ourselves to heavy expenditure for cells, for if the law were altered the

same amount of money spent on colonies would be much more remunerative.

10283. If a magistrate in petty sessions sent a man to a colony for seven years, would the board of guardians be willing to pay for that man ; would they not rather say, " Let the people who sentenced him pay for him " ?—I think they would probably pay half ; I think the Home Office would have to pay part, because the local people otherwise would say, " He will have to go to prison, and the nation will have to pay the lot." In Belgium they pay one third.

10284. In prisons and labour colonies you would have two different authorities paying in the two cases ?—Well, you have got places like asylums where you have the Imperial contribution, and then you have got the same dual system in the inebriates' homes, where guardians make large grants.

10285. The asylums are for people with a settlement ?—They are supposed to have a settlement.

10286. They do have ; if they are not settled, then they are a county charge ?—I do not think you could enforce the settlement principle here ; you would have to base it on the number of the casuals, and the expense they would save in the casual ward.

10287. That is, we are told, about 2d. a day ?—Apart from the capital cost.

10288. Which in some unions is nil ?—I have read papers on this subject before several of the Poor Law conferences, and the idea of the colony has generally been well received ; and I think what one generally put forward was that the cost should be shared between the local authorities and the Imperial authorities.

10289. And you have no objection to the Imperial authorities bearing the whole cost ?—I think I would rather like the local people to be interested in it as well ; I think I should prefer the local people to be interested, for I think that you must get the human element into it. I am certain that is the lesson of all these foreign colonies that I have seen. The absence of the human element prevents any possibility of reformation, and if the whole thing were under the Home Office, I do not think you would get local people interested in it.

10290. You have read the literature of the foreign labour colonies ?—Yes.

10291. The Board of Trade Reports and so on ?—Yes.

10292. You would probably agree with these Reports in saying that the colonies exercise no reforming influence ?—I think the German ones surely exercise a certain amount, and I think at Lingfield and Hadleigh they certainly exercise a certain amount. In England we are all for religion in our colonies and no discipline ; abroad they are all for discipline and no religion, except in Germany ; and I think they fail because they have none of the humanising influences ; and we fail at Lingfield and Hadleigh because we cannot keep the people there long enough.

10293. (Mr. Simpson.) Having thought over the system a good deal, and visited the foreign labour colonies, are you of opinion that if there was power to commit people compulsorily to a labour colony in England, Hadleigh and Lingfield might be certified as places for the purpose ?—Yes, with certain rules laid down by the Home Office.

10294. Subject to Government inspection ?—And with some such system as I have suggested of visiting justices to whom the disciplinary part might be entrusted.

10295. Possibly with a greater chance of doing a certain amount of reformation than there is at Merxplas ?—Certainly, a very much greater chance, because you have the human element and the religious element.

10296. And do you think there would be much prospect of other places being started, on the same lines, by philanthropic effort ?—I think philanthropy would be wholly inadequate to deal with the number, and I think you would have to trust mainly to the rates and the taxes, but I think we might start a few.

10297. Do you think it would be possible for county authorities to start a place like that, provided that the State contributed to the maintenance of the people in

it?—I do, on very much the same lines as the asylums. I should like to look upon all this class of person as the same type of creature as the imbecile, in that he requires treatment rather than punishment; put it before the local authorities on those lines.

10298. The union is a very small area to contribute to the cost of a vagrant, simply because he happened to be caught within their district?—Yes.

10299. The county is a larger area?—Yes; the county feeling is growing.

10300. Do you think it likely that the county would agree to pay a certain amount per head for vagrants committed to, say, Hadleigh, by the justices in that county, provided the State paid the rest; or perhaps it might be divided into three parts, State, county, and voluntary contributions; do you think that would be a practicable arrangement?—Yes; the State paying a fixed amount and the county a fixed amount. Of course at Hadleigh and Lingfield there is a large amount of work done which is not in connection with the vagrant, the training of the Christian brothers and all that.

10301. I was only mentioning Hadleigh as being a labour colony started by voluntary enterprise?—Yes.

10302. Well, you think it would be practicable, in the case of a labour colony started by voluntary enterprise, for the county to agree to pay so much a head on the understanding that that colony would take in every vagrant committed by justices in that county?—I think some arrangement of that kind could be made.

10303. It would be an arrangement between the county and the Treasury, of course, to a great extent?—Yes.

10304. You would not have a vagrant sent for a long time to a colony simply for begging, unless he had been convicted frequently before?—No; I think that suggestion the Chairman made was the right line; the man should be warned once or twice.

10305. But still he must show a considerable amount of persistency in his offence before you would go the length of depriving him of liberty for as much as twelve months simply for an act of begging?—In Belgium their first offenders go to Wortel, and they are sentenced to be detained until they have earned fifteen francs, and I think an arrangement like that would be a half-way house between the positive detention and the warning. The first sentence always might be an indeterminate sentence of that kind.

10306. As regards the men who are sent up to your quarter sessions as incorrigible rogues, are they mostly persistent beggars, or what is their offence?—Persistent beggars, petty thieving, small offences, cumulative offences, until they come up on a final offence as incorrigible rogues.

10307. In some counties they have no incorrigible rogues, except people addicted to indecent exposure; I was wondering whether that was the case in your county?—No; I never had any come up for that; they are all persistent beggars.

10308. In 1903 there were 240 men sent up to quarter sessions all through the country as incorrigible rogues; I suppose they would probably be well qualified for a labour colony?—Yes. Speaking as a magistrate, what led me to take this whole question up fifteen years ago was the feeling of hopelessness in giving these seven day sentences. Here is a fellow standing before you; you only give him fourteen days; it is no earthly good; what one longed for was the power to put him into a labour colony, to give the man a chance, or at any rate to save him doing damage both to himself and the country.

10309. (*Mr. Davy.*) You can always give him twenty-eight days?—But then when you do that, they do not care, because in cases they have asked for more.

10310. (*Mr. Simpson.*) And you think that class of man who does not mind prison a bit, has increased of late years?—Yes; I think the whole class dislike prison a good deal less than they did.

10311. (*Sir William Chance.*) Are you a guardian, or have you been a guardian?—I used to sit as an ex-officio guardian.

10312. How long were you an ex-officio guardian then? *Mr. H. J. Torr.*
—I was keen on it for about four years.

* 10313. Did you pay any attention to this particular question at that time?—Yes. 19 July 1905.

10314. Did you visit the vagrants in the casual wards?—Yes.

10315. What was your union?—Lincoln.

10316. What kind of vagrant wards had you there?—We had not cells; it was one ward; they used to sit in a sort of cabin to break their stones, and chuck the stuff through a hole; I do not know what they do now.

10317. But you took a special interest in the people who frequented these wards?—Mainly as a magistrate; that was how the matter came before me by those fellows continually being brought up. I used to hate sentencing them, and I took this question up in the hope of finding some alternative treatment.

10318. What was your opinion of the class of men who frequented the wards; what proportion should you think were professionals?—Generally throughout the year, I should think three-fourths of them were professionals.

10319. (*Captain Eardley-Wilmot.*) You laid some stress on these men not minding being sent to prison nowadays?—Yes.

10320. Do you think they would mind three months in a labour colony more?—I do distinctly.

10321. Why; would the conditions be harder than in prison?—It would be nine hours a day in a labour colony; you cannot do more than six in prison.

10322. And as regards food; would the diet be worse in a labour colony than in prison?—No, I do not suppose so.

10323. And there would be association in the colony; they would be allowed to talk to one another?—You would give them outdoor work instead of indoor work.

10324. They would not be in separation, as they are in prison for the first month?—No, they would not.

10325. Do you not think they would prefer the association treatment to the cellular treatment?—I would give them different types of work; you are rather limited in a prison.

10326. I want to know in what respects the labour in your colony would differ from that in a prison?—The unskilled man would be put to dig, to break up land; there would be something fairly hard for him to do. The other man would be put to his trade, but he would do a solid day's work, which he certainly does not do in prison.

10327. How would you enforce that?—By punishment, docking his food and docking his accommodation. I think the experience at Lingfield and Hadleigh is that if they have a power of rising they work for that improvement. If they may have a pipe of tobacco, they work to get that extra; in prison you give no encouragement.

10328. You say prison is less unpopular now, put it that way, than it used to be?—Yes.

10329. And the reason for that, you say, is the abolition of the treadmill?—Yes; and there is greater comfort and the food is better.

10330. In what way is there greater comfort?—The cells are warmer.

10331. They are exactly the same as they have been for the last thirty years?—I think the main thing that has done it is the treadmill; they had a dislike to the treadmill. I hope you will not go away with the impression that I am against the improvement of the prison system. I am not.

10332. What is your standpoint exactly with regard to the prison?—The prison falls between two stools. You have removed the old deterrent system of treatment; inside prison you used to make it so hot for a man that he did not like it; a short term was then quite enough. Now you have got your prisons on a basis of being reformatory, not uncomfortable, but you have not correspondingly increased the length of your sentence, so that the reformatory influences have no time to operate.

10333. That is a question for the magistrates?—We have not the powers. You have gone in for humanising

Mr. H. J. Torr.
19 July 1905. influences in prisons very much ; it is splendid, but a man is not there long enough ; those sentences should be brought into co-operation with the new treatment in the prison.

10334. You have been speaking of Lincoln and Lincolnshire all this time ?—Yes.

10335. You were away from Lincolnshire for some time ?—Yes.

10336. You were on the bench before you went away ?—I was put on in 1889.

10337. Do you not remember that the numbers of men going to prison then were enormous, although there was a treadmill ?—I have not the figures in my mind ; there were a lot.

10338. You refer to the man who has become inefficient on account of age ; would you send him to a labour colony ?—I would.

10339. How would that improve his efficiency ; would you keep him there for ever ?—I believe he would stop there.

10340. He would stay there for ever ?—Yes.

10341. That would increase the population of the colonies ; it would get to something enormous ?—I would let the man stay for this reason ; you have done away with the labour opportunities that he formerly had, the old half-day job on our roads ; a nice comfortable opening and 1s. a day for it ; now you have to pay full wages ; the

country wants able-bodied men, and those chaps cannot get a job, they are drifting down ; failing everything in the country, give them a chance in a labour colony, like a very large number of these fellows at Merxplas.

10342. Could you give any idea as to the number who would have to be provided for ?—No, I should like to see the colonies started on a small scale ; ultimately you could maintain an immense number of men.

10343. And you are under the impression that they could be self-supporting ?—Not quite, but nearly so.

10344. Considering the large staff, and the fact that means of detention must be secured ?—I do not think it would be self-supporting, but I think it would be certainly cheaper to the community than the total sum these people now cost the community.

10345. (*Mr. Davy.*) You are aware that one of the reasons for abolishing the treadmill was that so many men were exempt by medical certificate ?—Yes.

10346. Suppose you had a medical officer in your colony ; these men are usually of feeble physique ; might not he exempt a great number of them from that nine hours' labour ?—I think not many. You see the treadmill was a peculiarly severe type of labour ; it strained the body in some ways, whereas the work you could put them on in the colony would be every type of labour, from sweeping the floors of the dining room, upwards.

Mr. W. J. FARRANT, called ; and Examined.

Mr. W. J. Farrant.
19 July 1905. 10347. (*Mr. Simpson.*) You are head of the statistical branch of the Home Office ?—Yes.

10348. And you prepare the judicial statistics each year ?—Yes.

10349. We understand that there is a certain number of vagrants who do not mind prison, and that prison is no deterrent to them ; it has been suggested by some witnesses that the number of those men has increased of late years, and that this may be due to certain alterations in prison discipline, consequent on the Act of 1898 ; and it has been suggested that the figures relating to refractory paupers, that is, paupers proceeded against for refusing to do their task, might throw light on the question : what have you to say as to these figures ?—They have shown a remarkable increase during the last four years, from 1899 to 1904. Previously, the increase was only in proportion to the number of vagrants, and perhaps the population ; probably they were in excess of the population figures, but in the last four years they have increased more in proportion than any other figures which we have.

10350. They have gone up each year ?—Each year since 1900.

10351. And gone up remarkably ?—Yes, the figures have about doubled in four years.

10352. Before 1900 can you find any run of four or five years similar to the run during the last four or five years ?—No ; there was an increase for two years in 1867–1868.

10353. That was for two years only ?—Yes, it was equally sudden, but it did not extend beyond the two years. I cannot suggest any reason why the numbers should have increased in those years.

10354. Speaking generally, before 1900 the total has gone up and down in a somewhat irregular and casual way ?—Yes, there has been no very marked increase except on two occasions, that is to say, in 1868 and 1883.

10355. But since 1900 it has gone steadily up ?—Yes, beyond all precedent.

10356. Is that increase connected with the number of vagrants relieved at casual wards, for instance ?—Yes, I think so. There has been a similar increase in vagrants relieved in casual wards, but not in the same proportion—the increase is only about half as much.

10357. Was there not a great drop during the war in the number of vagrants relieved at casual wards ?—Yes, that was in 1899.

10358. The figures of vagrants relieved were low during the progress of the war ?—Yes, but there had

been a great increase from 1889 to 1896, and during the war it never fell back to the figures at the beginning of that period.

10359. When the figures fell back, do you find any corresponding decrease in the figures of refractory paupers ?—There was a slight decrease, but so slight that it could hardly be in connection with the other figures.

10360. Then, in 1903, there was a drop in the number of casual paupers ?—Yes, but they rose again in 1904.

10361. Was there any corresponding drop in the number of refractory paupers ?—No.

10362. Does it appear that the number of persons proceeded against as refractory paupers is closely connected with the number of vagrants relieved ?—No, it is not ; while the one figure increases continually, the other varies.

10363. Do you find that the total number of persons proceeded against summarily has equally increased with a comparable regularity during the last four or five years ?—The figures for vagrants sleeping out have increased in the same way, though not to the same extent as misbehaviour by paupers.

10364. Similarly ?—Yes.

10365. Starting from the same date ?—Starting from exactly the same date.

10366. Take the total number of persons proceeded against summarily for all offences ; has there been a steady increase ?—No, it does not appear that there has been. The figures were highest in 1899, and since then they have decreased, and they would have decreased still more, I believe, but for the large increase of drunkenness prosecutions in 1903 on account of the change in the law.

10367. But, on the whole, they have decreased ?—They have decreased.

10368. Therefore, it looks as if there were some exceptional cause for the steady and marked increase in refractory paupers ?—Yes.

10369. And it looks as if it were some cause which did not operate before 1900 ?—Yes.

10370. Taking the whole of the figures you have got in the judicial statistics, do you find any other figures at all that run up from 1900 in the same regular and marked way ?—No ; no figures whatever, with the exception of the two connected figures begging and sleeping out ; they have shown an increase in those four years.

10371. Speaking generally, do you see the same tendency running through the country generally, or is the

increase due to any particular counties?—There is an exceptional increase spread all over the country.

10372. There is a marked increase in the West Riding of Yorkshire; but that is not sufficient of itself to account for the whole increase?—No, it only accounts for half of it.

10373. (*Captain Eardley-Wilmot.*) What was the increase in the West Riding?—The total increase was 500, roughly; half of it was in Sheffield.

10374. (*Mr. Simpson.*) Since 1900 what has been the actual increase in the number of prosecutions of refractory paupers?—The total in 1899 was 3,632; in 1904 it was 7,436.

10375. It doubled in that time?—More than doubled.

10376. Therefore, even if we exclude the West Riding of Yorkshire, the increase would still be something altogether exceptional?—Yes.

10377. (*Captain Eardley-Wilmot.*) Is that so?—Yes; in 1904 there was an increase of nearly 1,000 over 1903; about 500 of that 1,000 was in the West Riding.

10378. (*Mr. Simpson.*) That was in one year?—Yes.

10379. But since 1900 there has been a steady increase quite apart from the West Riding?—Oh, yes. It was 1,300 in 1901; 800 in 1902; and 400 in 1903, and 500 in 1904.

10380. Then is it fair to deduce from those figures that there is some cause at work all through the country?—Yes.

10381. You cannot regard the increase as merely casual?—No, certainly not, because there is nothing like it in previous years.

10382. Are there not some other figures which might bear on the same subject?—Well, there is the increase in the proportion of persons who go to prison in default of payment of fines.

10383. (*Captain Eardley-Wilmot.*) Has that anything to do with vagrancy?—No.

10384. (*Mr. Simpson.*) The rise in these figures from 1900 may have had something to do with the change which took place about that time in the treatment in prisons under the Prison Act, 1898?—Well, at any rate it seems that convicted persons were less reluctant to go to prison instead of paying the fine. Up to 1900, the percentage had decreased.

10385. The percentage of persons fined who went to prison in default of a fine?—Had decreased from 1893, that is the earliest year for which we have figures, up to 1899.

10386. Continuously?—Yes, continuously.

10387. Could you assign any cause for the decrease up to 1900?—It may have been due to greater willingness on the part of the magistrates to allow time or to allow payment of the fine by instalments.

10388. Have you any reason for thinking magistrates were, during the period from 1893 to 1900, more willing to allow time?—No, I cannot say I have any reason for thinking so.

10389. Do you think that it could have been due to this—that more and more well-to-do people were fined in connection with bicycles and motor-cars and so on, therefore a larger proportion of defendants were able and willing to pay their fines?—Yes, probably that is the explanation.

10390. If that was the explanation, you would expect that decrease to go on now when there are so many motor-car prosecutions?—Yes, certainly.

10391. But as a matter of fact, what has happened since 1900?—The percentage has increased from about 14 per cent. to 21 per cent.

10392. Steadily and continuously?—Steadily and continuously.

10393. It is rather difficult to say that that is a mere casual variation?—Yes, I think the period is too long for a casual variation; there must, I think, be some permanent reason for it.

10394. (*Dr. Downes.*) First of all, I think you gave us statistics relating to refractory paupers or refusals to do work?—Yes.

10395. And you compared the increase in those figures with the movement of vagrancy?—Yes. *Mr. W. J. Farrant.*

10396. Can you differentiate in your convictions for refusing to do work, the convictions of vagrants as apart from the inmates of workhouses?—No, we cannot. 19 July 1905.

10397. Then you are comparing one movement with another which does not quite relate to the same class?—Well, it is probable that the offences are all committed by vagrants, but we cannot say with certainty.

10398. If the inmate of an ordinary workhouse refuses to do his work, and is convicted, as happens from time to time, would that conviction be recorded in the figures you have just given us?—Just so.

10399. (*Mr. Davy.*) He would be included with the vagrants?—Yes, in fact, we have no means of discriminating between the offences committed by vagrants, and those committed by the inmates of ordinary workhouses.

10400. (*Dr. Downes.*) You are aware that the statistics of vagrancy do not include inmates of ordinary workhouses?—That is so.

10401. (*Mr. Simpson.*) You have also got the figures for paupers generally, have you not?—Yes, the number of paupers.

10402. The number of able-bodied paupers exclusive of vagrants?—Yes.

10403. Do you find an increase in the number of able-bodied paupers comparable to the increase in the number of convictions?—There is an increase in the same direction, but I think not quite so great.

10404. (*Dr. Downes.*) Taking the convictions for begging and sleeping out, how do these agree with the number of vagrants relieved?—The two together I show on this diagram (*see Appendix XX.*)

10405. Convictions for begging and sleeping out have increased in like proportion to the number of vagrants relieved?—Yes, I think they have.

10406. Can you tell us what the actual figures are; in 1884, the vagrants relieved on the night of the 1st of July were 4,100; what are your convictions for begging and sleeping out?—In 1884, for begging and sleeping out together, 24,965.

10407. Then in 1894 the vagrants relieved on the 1st of July were 6,916?—The figure for begging and sleeping out is 27,398.

10408. In 1904, the number of casual paupers was 10,843?—The figure for begging and sleeping out is 34,821.

10409. Well, now, what is the rate of increase from 24,965 to 34,821?—About 40 per cent.

10410. And what is the rate of increase of the vagrants relieved on the corresponding dates, 4,000 to 10,000?—150 per cent.

10411. Therefore the vagrants have increased in a greater ratio than the convictions for begging and sleeping out?—That is so; but do you think it is quite fair to compare isolated figures like that—should you not rather consider the whole progress of the figures?

10412. I am merely testing your figures by taking different years, I am not in a position to go into the full diagram; I put that test of two years?—I do not know whether the fact that one has increased more than another shows no agreement or connection.

10413. (*Mr. Davy.*) Your diagram shows at all events that there has been a very large increase in the number of convictions; that is certain, is it not?—That is certain, yes.

10414. Whatever we may deduce from it, it is a fact that the number of convictions has increased from 1900?—Yes.

10415. Will you give us the actual number of persons in 1900 who were convicted for misbehaviour?—In that year, 3,717 persons were prosecuted for that offence.

10416. (*Captain Eardley-Wilmot.*) What are the later numbers?—In 1901, 5,118 were prosecuted, in 1902, 5,959, in 1903, 6,496, and in 1904, 7,436.

10417. (*Mr. Davy.*) The number of persons proceeded against has risen from 3,700 to 7,400?—Yes.

10418. (*Captain Eardley-Wilmot.*) Now what is the number of casuals relieved in those years, that is relieved on one night?—The number of casuals relieved

Mr. W. J. Farrant.
19 July 1905 on the 1st July, 1900, was 4,170; 1st July, 1901, 5,455; 1st July, 1902, 6,609; 1st July, 1903, 5,121; 1st July, 1904, 6,748.

10419. (*Mr. Simpson.*) Your figures show a very great rise in the proportion of prisoners who go to prison rather than pay fines since 1900?—Yes.

10420. Which is in marked contrast to the period before 1900?—Yes.

10421. That will be affected to a certain extent by the provision in the Prison Act, 1898, which allows people to pay part of their fine and get off part of their imprisonment?—Yes.

10422. Would it lead to a rather larger number of persons going to prison because they would be able to get out after a few days?—No.

10423. It would affect it to a certain extent?—Yes.

10424. Now of those persons who go to prison in default of a fine, what proportion pay part of their fine?—About 13 per cent.

10425. That is not a very large proportion?—13 per cent. of those who go to prison pay the fine or part of it afterwards.

10426. Do you think that the new procedure under which they can do that is sufficient to account for that increase?—It is only a matter of opinion, but I think it is not sufficient; I think part of it must be due to the amelioration of prison discipline.

10427. (*Mr. Davy.*) Have you statistics showing the

total number of persons summarily convicted?—Yes, we can show you the number received in prison on summary convictions.

10428. For the whole year?—For the whole year.

10429. That will be better than taking an average number in prison?—I think so.

10430. Can you tell me the number received into prison on summary convictions for those four years?—The numbers received were as follows:—In 1900, 139,179; in 1901, 155,100; in 1902, 162,969; in 1903, 179,979; in 1904, 189,445, thus showing a continuous rise from 1900. From 1901 and onwards the number has been larger than it has ever been since 1857.

10431. Those were all summarily convicted prisoners?—Yes; but only a small proportion of them would be vagrants or disorderly paupers.

10432. (*Captain Eardley-Wilmot.*) But they include the vagrants?—Yes.

10433. And persons who go to prison in default of paying a fine?—Yes.

10434. (*Mr. Davy.*) There is an increase from some cause in the number of prosecutions both for sleeping out and for misbehaviour by paupers?—Yes.

10435. There is an increase from some cause in the persons who prefer to go to gaol?—Yes.

10436. And there is a marked increase in the total prison population?—Yes.

10437. All these increases date from 1900?—Yes.

TWENTY-SEVENTH DAY.

Tuesday, 1st August, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.

Mr. J. S. DAVY, C.B.

Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.

Captain SHOWERS.

Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. H. LOCKWOOD, called; and Examined.

Mr. H. Lockwood.
1 Aug. 1905. 10438. (*Mr. Davy.*) You have been General Inspector of the Local Government Board in the Metropolitan district for eleven years?—For eleven years.

10439. Previous to that you had some years experience as an Inspector in more than one country district?—In the Midlands; and I was for twelve years in the Eastern counties.

10440. Will you tell me what machinery you have for the inspection of vagrant wards in London?—We have five visiting officers as they are called, the principal one of whom, Mr. Simmons, you have had before you already. I daresay he described to you his system of inspecting wards. Each of the wards is visited not less than twice a week by himself or his assistants, with a view to identifying vagrants for the purposes of detention.

10441. When a vagrant has been identified, do the guardians detain him for the statutory period?—Not in all cases; of course, the majority of the guardians do, but in certain instances they do not. And then again, as you know, under the Order issued in Mr. Ritchie's time, a superintendent has authority at his discretion to discharge a man early in the morning following his admission, if he has reason to believe that he has work to go to. I am bound to say that as far as I know in London it is quite the exception for vagrants to demand discharge on those conditions, but still it does happen occasionally.

10442. Would that discretion of the superintendent extend to men who had been identified as having been in the wards during the month previously?—Well, it should not, but I think it is quite possible that a superintendent, knowing the wishes of his guardians, although he was aware that the man was liable to detention, would allow him to go out before the full time, say next morning.

10443. I suppose the object of these visiting officers is to secure a certain amount of uniformity in the management of the wards?—Partly that, but mainly I think to ensure detention, because the theory was that the enforcement of detention would have a distinctly deterrent effect upon the habitual casual.

10444. As a matter of fact, is the system of detention uniform throughout the Metropolis?—No.

10445. Have not Mr. Ritchie's Order and the general power of the superintendent to discharge certain classes the effect of making the matter practically one for the guardians' discretion?—In a great measure, yes. Perhaps I may just quote my report of 1894, which sums up what I then knew to be the practice in London, or the absence of practice, and what I stated then obtains to this day. "The question of vagrancy and its increase has received special attention during the past year, and conferences on the subject have been held in various parts of the country, but without, as yet, any practical results. The general desire on the part of local authorities is apparently to pass on the problem to be solved by some other authority. Numerous applications have been made to the Board to provide for uniformity of system, but this was done 12 years ago in the Order of 1882. The provisions of that Order have never been strictly carried out by any considerable number of guardians, and failing voluntary adoption the Board have no power to enforce it. There is no real uniformity even in London; some guardians do not detain, some give one task, some another, and some 'practically none at all.' And the dietaries vary—well to some extent, but I question whether the variations are outside the four corners of the Order, beyond, that is to say, the giving of broth or soup in lieu of gruel, or

something of that sort. If they do, it is done *sub rosa*; I do not think they often give food which is not provided for by the Order; still it is done occasionally.

10446. (*Dr. Downes.*) There is a considerable difference between broth and soup of the kind that is now made in the workhouses?—Oh, certainly, yes; but I take it that they would contend that broth would cover anything in the nature of broth or soup, although the ingredients of broth are strictly speaking, I suppose, different to those of soup.

10447. (*Mr. Davy.*) I think you will agree that in the country unions there is absolutely no uniformity in the way vagrants are treated?—There never was in any I have had experience of.

10448. The usual reasons for want of uniformity are that some of the unions are extremely poor—too poor to provide wards in which you could enforce detention?—Yes.

10449. Should you say there is a general lack of uniformity in London?—Well, I do not know that I would go quite so far as that.

10450. But practically within certain limits the matter is left within the discretion of the various boards of guardians?—Yes.

10451. Who in their administration are not altogether guided by the general policy of the Local Government Board?—No, they are guided by what they conceive to be their own interests, and in many instances by sentiment and humanity, and so on.

10452. In London, a good many of the boards of guardians discuss social questions that are closely allied to general politics?—I think they do.

10453. That would have an effect on their treatment of a class like the vagrant?—Oh, very likely.

10454. In London, bread alone is not the dietary for vagrants; you always give gruel, do you not?—Yes, bread and gruel or bread and cheese.

10455. That is under a special Order for London; still, do you think that by regulations or pressure on the part of the Board, greater uniformity could be secured?—In London?

10456. Yes?—No, I think not.

10457. Do you think you could secure uniformity in London by any means short of transferring the management of the wards to one central authority?—No, I do not think you could.

10458. It has been suggested to us that the police are the right authority to manage the wards; what is your view?—Speaking for myself, I should be inclined to say yes, but on the other hand I am not sure whether public opinion would carry one as far as that. There is a disposition, I think, on the part of a good many people to say you have no right to treat a man as a criminal because he happens to be out of work and in want of food, and if you hand him over to the police you would be treating him as something in the nature of a criminal.

10459. Is there any other authority in London that you could suggest as a central authority?—No; on occasions of this sort the authority spoken of is almost invariably the Metropolitan asylums board. In my own opinion the asylums board have quite as much as they possibly can do. Then the county council have been mentioned, and I should be inclined to think that body also have as much to do as they conveniently can. Then I may say that some years ago, in consultation with my colleague, Dr. Downes, we considered whether it would be possible to create a new body composed of delegates from various boards of guardians in London, who would deal with the able-bodied of London, and incidentally with vagrants; but on the whole it appeared, to me at all events, that it would be very difficult to arrange that a body so composed would really find time, or have the inclination to carry out the duties in connection with the relief of the able-bodied and vagrants in the way one would wish for, so the matter dropped.

10460. The relief of the able-bodied and the vagrants is rather an unattractive object, is it not?—Yes.

10461. Now, what is your experience of bodies that are not directly elected by the ratepayers, who are delegated from other authorities, or co-opted; is it not that they

are apt to be extravagant?—Yes, I think there is a disposition to extravagance in the case of authorities who are not directly responsible to the ratepayers, though the same may be said to apply equally to those who are, for the ratepayers as a rule do not take sufficient interest in what affects their pocket.

10462. I suppose a great many London guardians are men who do not pay much rates?—Oh, a good many of them, in the South and East certainly.

10463. Men who live in small houses?—Yes; and on pretty well every board of guardians there is a certain number of men who, at the outside, are rated at a very low rate, even if they pay rates at all.

10464. With regard to the casual ward class in London, we have been told that they are rather a distinct body, easily distinguished from those who use shelters and common lodging-houses?—Yes, I believe that is so. Of course the vagrant is a class of person about whom it is exceedingly difficult to get anything like really accurate information, but so far as can be judged from what is known of them, I should say it is a fact that there is an appreciable number of London vagrants whom you may almost say are a class by themselves. I do not know whether Mr. Simmons referred to two returns that he made out for me. The last was made in 1904, in which there is a list of 767 men and 200 women who were known to the visiting officers as habitual vagrants in this sense, that they had all been identified. Here is the list; there is no sort of question about it, because here are the christian names and surnames and ages, and so on; it is rather interesting to note—you had some similar figures to these, I think, given you by Mr. Lamb—that of the 767 men, there were 192 between the ages of fifty and sixty, and between sixty and seventy there were 175, and over seventy there were 13; so you see one-third of the number were aged persons who must have been living this sort of life probably for many years; I do not think these persons ever go very far. It is impossible to prove it absolutely, but I think there is good reason to suppose that a large number of the 1,100—more or less—persons who are returned as being relieved every Friday night in London in the casual wards, spend the greater part of the year in London. They have their time for excursion, when they go either to the seaside, or hopping-picking or fruit-picking, and so on, but for the greater part of the year, I am inclined to think, they are in London, and they circulate round about the casual wards.

10465. Do you find that detention in casual wards in London is a deterrent?—No, I question whether it is.

10466. In the country I think you will agree that it is?—I think so, yes. In a report I made in 1892 I suggested increased powers of detention. Perhaps I may read what I then said:—"The vagrant of to-day is the 'despair of poor law administrators; excessive severity failed 300 years ago as it has failed since, and in any case would not be tolerated now. I can myself conceive of no deterrent method of relief calculated to meet with the approval and co-operation of the public other than that of giving greater powers of detention combined with uniformity of treatment. If, in the absence of satisfactory evidence of genuine search for, and reasonable probability of obtaining, work on the part of the applicant, it were a condition of his relief that he submit, not to punishment, but to, say, a week's discipline and work, opportunities for inquiry, help and improvement would be afforded which are obviously impossible under the present system, which is essentially casual in its working and application. Moreover, it must be remembered that were it not for well-intentioned but inconsiderate almsgiving, vagrancy in its present excess would be impossible, and if the public could be assured that relief in the best sense of the term, as implying investigation, and assistance other than casual, were available for 'destitute wayfarers' in every union, it is at least conceivable that the flow of mis-applied charity would be checked, and life on the road, as it has come to be called, would lose much of the attraction it unquestionably possesses for the majority of those who gravitate to it, whether their descent is originally due to ill-fortune or constitutional aversion to regular employment." I think I am right in saying that in several instances in the Eastern counties, where detention was adopted, the

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number of vagrants applying for relief at those particular wards certainly diminished, and on more than one occasion I have been able to confute what guardians had argued previously, when I used to advocate detention. They said, "We have sleeping accommodation here, say, for twenty men; well, if we take them and keep them for two days, then we shall have twenty more men the next night, and we shall have no room for them," but in some mysterious way it used to get about among the community that if they went to these particular places, they would be detained, and, so far as that particular ward was concerned, detention for a time at any rate did reduce the number of applicants there.

10467. (*Chairman.*) Detention means task as well?—*Oh, yes.*

10468. That probably is one of the principal reasons for objecting to detention?—*Yes.*

10469. (*Mr. Davy.*) But in London they appear not to mind being detained?—*I doubt whether they do.*

10470. Have you come across cases of men and women in London who use the vagrant wards as a sort of half-time workhouse; that is to say, spend three nights a week, or four nights a week, in the vagrant ward?—*You mean that they work in the neighbourhood.*

10471. They do some work in the neighbourhood?—*It is quite possible there are cases of that sort, but I may say the only instance that came under my knowledge lately was at the casual wards at Mary Place, where I believe it was discovered by some members of this Committee, that there was a certain number of persons who would go and get an odd job at say a laundry in the neighbourhood and sleep in the casual ward. I have got no positive evidence on the subject, but I should question whether the practice obtains to any considerable extent.*

10472. Still, I gather from your evidence that, in your opinion, the London casual ward is systematically used by a body of London casuals?—*Yes.*

10473. Who do not dread detention?—*No.*

10474. And who are under regulations which are by no means uniform throughout London?—*That is so.*

10475. I think the Board insist that every union shall provide a vagrant ward?—*Yes. You see in London it so happens that the Metropolitan Houseless Poor Acts, 1864-5, required each board of guardians to provide within its own union or parish wards for destitute wayfarers and wanderers. I suppose the object of that was that each board of guardians should do what was considered to be its duty; so that one board should not shirk providing casual wards, and so avoid the cost and trouble of maintaining them.*

10476. This system would preclude any general arrangement throughout London of casual wards placed in the most convenient situations?—*Yes.*

10477. The particular site would have only relation to the wishes of the individual board of guardians, and not to the need of the whole Metropolis?—*Certainly, that is quite true; the Acts of 1864-5 continue in force, though by the Metropolitan Poor Act, 1867, the whole cost of casual relief, including the buildings and their maintenance, and the salaries of the officers, was made a charge on the Metropolitan Common Poor Fund.*

10478. We have had some evidence from Mr. Kitchin in which he tells us that the average cost of the casual cell in London is about £150?—*Yes.*

10479. Have you any theory as to the reason why the cost is so heavy?—*I take it that there are several reasons why many buildings erected in London would cost more than in a rural district, but I have often wondered myself whether it would not be possible to provide for this class of person at a less cost per bed; for instance, amongst other necessary items of cost is the brick division between the cells, or the sleeping places. I think, however, that in London one would hesitate to take the risk of putting up a wooden building, where a casual ward would ordinarily have to be provided. I mean, the neighbours might demur to the risk of fire.*

10480. Could you do so under the Metropolitan Building Act?—*I doubt whether you could. I am glad you have reminded me of that; the Metropolitan Building Act, by certain of its provisions, necessarily*

adds very considerably to the cost of any building that is used for the relief of the poor of any class, because the moment you get a poor person into any building provided by the guardians, it becomes a public building, and consequently you are subject to special regulations for the protection from fire, and so on.

10481. And the surveyor is practically autocratic?—*Yes. The surveyor is practically autocratic. I may just give an illustration of what may happen; it has a bearing on the subject. A certain board of guardians some seven or eight years ago, in order to provide a receiving home for children, bought one side of a street. The houses in this street had been occupied by respectable artisans; they were very well arranged and substantially built, but the moment it was decided to put the children in them, the district surveyor came along and said, "This is a public building, and I must see to it, that my responsibility in respect of fire is carefully safeguarded, and so on. The first thing you have got to do is to take out all the staircases and put in teak." The guardians came to me and said, "What are we to do about this?" I said, "It is awkward; I will see what we can do; under the Act the surveyor is an autocrat, and until you have satisfied him you cannot put a single child into the homes." It occurred to us that we might get over the difficulty by having division doors which would run the whole length of the street, between each of the houses, so that if one staircase was blocked by smoke or fire, the occupants could go through the door and down the staircase in the next house. The surveyor subsequently, being a reasonable man, saw that it would be possible to protect the children from fire by these alternative means of exit through the division doors, and he gave way and did not insist upon a teak staircase being put in every house. Of course it would have greatly increased the cost of the receiving homes to the guardians. I give you that as an illustration of what may happen.*

10482. You get from the various visiting officers a return of the refusals of admission at the casual wards?—*Yes.*

10483. What do you do with these returns?—*They are kept and are published in the Board's Report every year; sometimes the guardians are written to. In the case of the City of London casual ward at Thavies Inn the refusals for want of room have been very numerous in the course of the last eighteen months or so. The guardians have been asked, and I myself have gone down there, to try to ascertain what the reasons are for so many more persons applying there than there is room for. One gets the usual reply, that it is near a shelter, or that it is in a vicinity where there are means of getting food for nothing in the early morning, and so on; but the strange thing is that neither the superintendent nor, so far as I am aware, the police in the neighbourhood—I am speaking now of Thavies Inn—can give you any accurate and conclusive evidence as to where the individuals actually do go after they have been refused admission.*

10484. Are the regulations carried out at Thavies Inn as regards detention, work, and so on?—*Yes; but it is more or less an associated ward; I think some of you have seen it, and for some reason or other associated wards are more popular than the cellular, or to use the more tender word, the separate ward.*

10485. Should you not say, taking these figures, that the number of refusals is greater where the wards are more popular?—*I think so.*

10486. That is to say, where the deterrent regulations are less carried out?—*Yes, and so far as figures prove anything, there appears to be no question whatever that an associated ward is always more popular than a ward on the separate system. There is the notable case of Holborn, where for many years the ward was the old-fashioned associated one, and there the refusals for want of room were always considerable. Then recently they have built new wards, and the refusals for want of room have very greatly diminished.*

10487. Probably because the regulations are more strictly enforced?—*Yes. They have better means for putting the men to work. In the old ward a man sat on the foot of his bed and picked oakum and so on, and they*

talked and chatted together, and it was rather a pleasant place of meeting for them.

10488. Is it not a fact that at some of these popular wards there is quite a crowd of people standing outside about three o'clock in the afternoon to be let in?—Yes, and it has occasionally been the subject of complaint by the neighbours, with the result that at a certain number of places—at Marylebone, for example—they have now a shelter inside.

10489. In some places they put up a notice that the wards are full?—The only place at which I am aware that that was done of recent years was Paddington, and the guardians were told that they ought not to do that, and they have ceased doing it.

10490. If the wards are full, why should they not do it?—Well, it is rather a difficult question to answer, but certainly they were told it was not right.

10491. It destroyed the value of your refusal return?—Partly that, and partly because the idea was that where the habitual got to know this he would be there before the notice was put up, and consequently the genuine wayfarer would come so late that he would never have a chance of getting in.

10492. Have you any information as to whether the case is at all frequent where a vagrant cannot get accommodation anywhere and has to sleep out?—I have said that, having regard to the enormous number of refusals in the year, it was an extraordinary thing how few people there were who had nowhere to sleep and were obliged to sleep out. I am speaking now of eight years ago. The then Commissioner of Police was a friend of mine, and I understood from him from inquiries made by the police in the particular neighbourhood I am speaking of—Vine Street, Holborn—that they did not notice any considerable number of persons there whom they had to move on from a doorstep or who were frequenting the streets late at night or early in the morning; but from reports lately made by officers of the London county council, and one of the witnesses who appeared before you, it seems that in some parts of London, at all events, there is a very considerable number of people who do spend the greater part of the night either on doorsteps or in the streets.

10493. Yes, but such evidence as we have got tends to show that that class is not the class that frequents vagrant wards?—No; I think very possibly that is so.

10494. They are the class from free shelters?—I think they are, possibly.

10495. And apparently there is a regular sleeping out class?—There seems to be.

10496. Supposing the police had control of the vagrant wards, would it appear to you that that would facilitate their taking proceedings to put an end to sleeping out?—You mean that they would take the persons they found sleeping out and insist upon their going to sleep in the casual ward.

10497. They might say, "You must go to a casual ward or else we will proceed against you?"—Yes, I think they might do so.

10498. What is in my mind is that some general unification in the administrative body which deals with all these different classes of casuals might be useful?—Undoubtedly it would; there can be no question about that, and I might mention it so happens that with hardly any exception the casual wards throughout London are so placed that they are not actually part of the workhouse; whatever other body might take them over would have in them self-contained institutions which they could manage quite independently of anything that the guardians are doing.

10499. You have heard of that decision of a London police magistrate that it was an assault to lock a man up in a cell?—The London stipendiary is an autocrat, and he does as he pleases in every case, but of course it is a little difficult to go to a superintendent and say, "Here your magistrate says that this is illegal; never you mind, go on doing it." If one says so, one has to say it in a whisper. But what I feel is this, that if you put an able-bodied man into a work cell or a separate sleeping place, you have a right to lock him in if you have provided means of communication between him and the officer outside, and it seems to me no possible harm could result from it.

10500. The man has a bell?—Yes; and provided there is proper communication between him and the officer outside it appears to me not at all unreasonable to say to a man, "You are going to bed and we will lock you in."

10501. Separate cells are rather expensive?—They are very expensive.

10502. If the decision of the magistrate is good, is there any use in building separate cells?—Not if you are to have separate compartments without a door. Well, there is just this much to be said: that you could not very well converse with a man through a brick wall, but at the same time you could come to the door of your cell and talk to him. I mean if you are not going to have any doors, there is not very much difference between a separate cell and an associated ward, because you do not prevent intercommunication. The whole theory, I take it, of the cellular system was that it cut both ways, that it was assumed to be a deterrent to the ordinary casual who liked what one may call the club life, that is, association with the others relieved, and on the other hand the genuine wayfarer in search of work, who is more or less a negligible quantity, would naturally prefer to be put in a place to sleep by himself, than to be put alongside some fellow who might not be very clean, or be objectionable in other ways.

10503. A good many of the vagrants that you see are old and infirm people who are wandering to their own hurt; I mean old women especially?—Yes, that is so. In the return of habitual vagrants that I referred to, out of 200 women, 63 were between fifty and sixty; 58 between sixty and seventy, and 12 over seventy, so that half would be what you would call old women.

10504. Have you ever received complaints from them that they found a difficulty in getting into a workhouse?—No, I never have.

10505. There was the case of a woman who had tried four or five times to get into the Fulham workhouse and had failed each time; but it turned out on enquiry that she never saw anyone but the labour master and had not the sense to apply to the relieving officer?—I have not frequently heard complaints of that kind; it is quite possible that it might happen.

10506. The Committee have had two suggestions with regard to that particular sort of case; one is that these persons should be committed to the workhouse by the magistrates as being unfit to be wandering about, and detained until enquiries have been made respecting their settlement, and that then they should be deported to the place of their settlement?—I see no objection to that; it might be tried as an experiment, I think.

10507. There would be this objection, would there not, that there would be great difficulty in finding their settlement?—Yes; it would give a good deal of additional trouble to the clerk, no doubt.

10508. And also that the detention in the workhouse might conceivably have to be for a very long period, because the woman might discharge herself?—Yes, I take it that if you were to make provision for the committal of a person of that sort to the workhouse, she would be committed there under some regulation differing from those in force at present.

10509. It would be an entire change of the whole system of the voluntary nature of the English workhouse?—Yes.

10510. The other suggestion is that no cases in the workhouse should be allowed to discharge themselves without the consent of the governing body; that is the Danish system. That again would be an entire change in the English Poor Law, would it not?—Yes; it would be rather a large order, I think.

10511. It would have the advantage of doing away with the "ins and outs"?—Well, it would mean this, I take it; that a person once inside the workhouse would not be entitled to leave for at least a week, or possibly a fortnight. Then the proposal that the governing body should determine in each case as to discharge is a new proposition to me. I was thinking how in practice you could carry it out; whether the workhouse committee or the board of guardians meeting weekly or fortnightly would have before them every person who had been admitted

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since their last previous meeting and then would consider each case and determine whether it was one for detention or for discharge.

10512. I suppose they would consider each case which made an application for discharge?—Yes; and then they would determine whether the person was to be allowed to take his or her discharge and, if not, how much longer he or she was to remain in the house.

10513. In the country in which that is the law, there is also the provision that every inmate of an institution shall be paid a small daily sum part of which is put by, so that when the sum gets to 5s. he has a claim to discharge?—Is this money earned by labour or by mere residence in the workhouse?

10514. It is given for good conduct; like marks?—It opens up rather a large question, on which I should not like to give an opinion off-hand.

10515. It would involve an entire reversal of the whole Poor Law?—It would entirely.

10516. (Mr. Simpson.) Who appoints the visiting officers of casual wards in London?—The Local Government Board.

10517. And to what fund are their salaries charged?—They are paid out of the Office Vote, out of moneys voted by Parliament.

10518. Is not the work they do for the guardians really to help them in discriminating between one casual pauper and another?—It is to help the guardians in a sense, but it does not matter particularly to guardians whether they have a large number of persons relieved in the casual ward or not, because the whole charge is put on the common fund.

10519. Then if you take those visiting officers and the Metropolitan Common Poor Fund together, there is a kind of central organisation for the whole of London?—Yes, that is so.

10520. What we all want is uniformity in administration; and so far as London is concerned, do you think it is possible that this organisation might be developed under some common authority to deal with casual wards?—I think there is no question whatever that if you desire, as I think we all do, something approaching uniformity in the treatment of vagrants, it will be necessary to have some single authority to deal with them. The question is what that central authority should be.

10521. In each county?—I am thinking only of London; but I take it in the country the same principle would apply.

10522. There is no parallel outside London to the functions of the Local Government Board with regard to casual wards in London?—None that I am aware of.

10523. Do you think it would be possible outside London to get a central authority for the county by means of joint committees of guardians?—Of course it would be possible; but I am not prepared off-hand to make a suggestion as to what should be the composition of the authority that would act for the area of a county; whether that authority should be composed entirely of guardians or whether you should bring in some other agency, is a matter one would have to consider.

10524. *Prima facie*, the natural thing would be to form a committee of guardians in the county, if you make the county the unit?—Yes.

10525. And what I want to get at is whether you think it would be possible to do that. It seems to me a more natural proposal than to give the control to any existing county authority?—Well, it is a subject which requires a good deal of consideration. Take the county of Essex, for instance, you would have to establish an authority to deal with vagrants, composed of representatives of the thirty boards of guardians. One would have to consider where they were to meet, and how they were to arrange for the supervision of the casual wards; I mean you would have to consider the question of distances, and so on. I am speaking for myself. I am perfectly satisfied that you must have a single authority if you are going to have anything approaching uniformity. It is one thing to say that, and another thing to go on straight away to say how that authority is to be composed, and how they are to carry out their duties.

10526. There are other purposes for which the guardians can combine, are there not?—Yes. They can combine for schools, and for a sick asylum, but whether this could easily be done, I do not know. There are instances in the country, I think, where there are such combinations.

10527. Are they very frequent?—I think not.

10528. (Mr. Davy.) They are difficult to bring about?—Yes. I am speaking for myself again; I am not particularly fond of joint bodies. I have had experience of the difficulties arising from the management of district schools in London where you have four or five different authorities represented; for instance, a board of management as formed at a particular time may work very well and the combination may be perfectly justified by the facts at the time of its creation, but as time goes on and the circumstances of the different areas change you get conflicting interests and divergence of opinion on the board, and as a consequence it is often very difficult to get what are really desirable reforms carried out.

10529. (Mr. Simpson.) You do not think that joint committees of boards of guardians have been remarkably successful?—As regards joint committees of boards of guardians I have not had any experience of them, but certainly boards of management seem the same thing. A board of management composed of half a dozen different boards of guardians as a rule starts very well, but after a time, as I say, circumstances change, and each member of the board of management thinks rather more of the interests of his own board and constituents than he does of the business he has to do as a manager, so you get delays and difficulties and friction.

10530. Do you consider that the primary duty of guardians is to look after the poor resident in their union?—Yes, I suppose it is.

10531. That is the theory of the Poor Law, is it not?—I think so.

10532. Then the casual wards which are established for the benefit, not of the people resident in the union so much as of people passing through, are rather an excrescence on the Poor Law?—Yes, you may say that.

10533. You do not find any reference to casual wards in the earlier Poor Laws?—Certainly not.

10534. In 1834 it was not recognised as the duty of the guardians to provide for wayfarers passing through the union?—No, the Houseless Poor Act, 1864, which governs these matters in London, first provided for casual wards.

10535. So the casual poor are a distinct excrescence on the Poor Law?—Yes, I suppose the casual ward was originally committed to the guardians as they were possibly the only available bodies in existence, so everything was given to them to start with.

10536. It would not really be a reversal of Poor Law principles to take vagrants away from the guardians?—No, I do not think it would.

10537. (Sir William Chance.) Before you were appointed to London you said you had experience in the country?—In the Eastern counties, and in Northamptonshire and Bedfordshire.

10538. How long would that have been altogether?—I went to the Midlands district in 1879. I have not the least objection to saying that if I were a pauper I am old enough to be classed with the aged and infirm.

10539. You have attended conferences, I expect, of guardians on this subject of dealing with vagrancy?—Yes. When I first went into the Midland counties I was comparatively new to this business, and I used carefully in those days to collect all the press reports of conferences, and I came across the other day an odd volume of 1880 and 1881. I collected all sorts of materials in Northamptonshire and Bedfordshire in regard to vagrants. That is ancient history now, but it is so far interesting to find there has been very little change. What is occurring now is very much the same as happened in 1879 and probably happened in 1779 and also in 1679, except that the total numbers are larger. There always seems a percentage of this class of the community who prefer living the nomadic life.

10540. You have met and talked to several guardians on this subject?—Yes.

10541. Have you not often heard that many guardians would like to see the vagrants separated entirely from the Poor Law, and put under the police?—I do not know that they have specified any particular authority, but time and again it has happened when this has been discussed the guardians have said some other authority ought to take it; probably they may have mentioned the police before the institution of county councils, but when the county council was instituted they said why do not the county council do it; or why do not the Local Government Board do it; in fact, the disposition was to shift them on from one to the other.

10542. The guardians generally have no particular love for the vagrants?—No; I think you would find with a few exceptions the boards of guardians would receive with acclamation the intimation that some other authority was to take charge of their relief.

10543. And under the present system, the expense falls very hard on the smaller unions?—Yes; it is not too much to say, speaking from recollection, that in some of the poorer unions in Norfolk for instance, there were but two alternatives—either the accommodation for the vagrants must continue such as one could not say was adequate and sufficient, or you were in the position of having to endeavour to get guardians representing a poor locality to spend money on making provision for a class of men who are a fluctuating and uncertain quantity, and the result has been in my own case that one has been rather disposed to leave things as they were. I myself have felt very reluctant to ask a rural board of guardians with a small rateable value to spend a large sum of money for, as I say, a class of persons so uncertain in numbers.

10544. (*Mr. Davy.*) Who have no connection with the union?—And who have not necessarily any connection with the union at all.

10545. (*Sir William Chance.*) And the general inclination is to move them on and get them out of the union as quickly as possible?—Yes.

10546. Have you paid any particular attention to the question of vagrant children?—I have, sir, and I have no desire to dogmatise or set myself up as an infallible authority, but my own impression is that the number of vagrant children supposed to be walking about the country is greatly in excess of the actual number. I think that four or five benevolent persons may very possibly see the same family, and then they compare notes at a garden party or a tea party, and say "How dreadful it is to see these people walking about the country;" the family is multiplied by as many times as they have been seen. As an illustration of how fallacious figures may be, Mr. Simmons gave me the names of three women who were known to him personally; one woman had two children, another three and the last, three, that is to say there were three mothers with eight children; and these three women were admitted to different casual wards in London nine times in the course of three weeks; so in three weeks you have seventy-two children returned as admitted into the wards, whereas in fact there were only eight children.

10547. Still, admitting that the number of children is not large, what would your opinion be as to the manner of dealing with the children of habitual vagrants?—Well, it is not a very simple question. With regard to two of these mothers, the visiting officer knew them, inasmuch as they had been identified and he had known them off and on for some three or four months, while in each case two of the children were under four years of age; the children were always clean, were always apparently well nourished, and the maternal care bestowed upon them was as good as you could expect of any mother. The only thing was that they were taken about the streets and possibly made a pretext for begging, but as far as the children were concerned, it is a very great question whether you would have been justified in taking them away from their mother. On the other hand, with regard to the habitual tramp, there may be instances in which it might be desirable to take the children away, but I think you ought to make the parent contribute to the cost of them. If you take away a child of school age from an undesirable father, and let the father go, he will probably produce more children, so that it does not seem to me very useful from a social point of view.

10548. If habitual vagrancy were made an offence under the Vagrancy Act and persons convicted of it were sentenced to a labour colony or something of that kind, what do you think should be done with the children?—I think it would be a good thing to take the children away. But while you take the children away, it would not mean that there would be no more children. If you commit a man for vagrancy you only commit him for a short time, and the man and wife come together again.

10549. Would you suggest that the children should be committed to an industrial school?—It would depend on the individual child. I think it does not follow that because a child is going about with a vagrant mother or father that he is necessarily bad; though I admit the surroundings are not what you would think would be likely to be good or useful for a child.

10550. Do you think that the shelters act really as feeding houses for the workhouses or the casual wards?—I think there is no question about that; nobody can deny that; but it is more as regards the workhouses that they act as feeders.

10551. Would you have the shelters inspected?—I do not know; you may inspect them as much as you like, but you cannot prevent the class of person coming to the shelter.

10552. The class of person who frequents shelters is very much the same class that frequents the casual wards?—I do not know that one would be justified in saying that of the Rowton Houses, for instance, but you may take it that whether it is the Rowton Houses or any other sort of shelter, there would be a percentage of persons who would be pretty sure to gravitate to the workhouse, sooner or later. You see it in all these places. If a man comes drunk, he is told to go away and probably by the time he gets reasonably sober he wants shelter, and he either goes to a workhouse or a casual ward. If a man is very dirty he is told he must go away, and if he is generally disagreeable he is told he must go away and not come back. At the workhouse it is all fish that comes to the net. They can refuse nobody if he is apparently destitute.

10553. (*Dr. Downes.*) A certain proportion of them fall sick and get taken into the infirmary?—Certainly they do; of course, they cannot afford to keep a sick man in any of these shelters; he has to be got rid of somewhere; I think you had evidence of that in respect of Whitechapel by Mr. Vallance.

10554. (*Sir William Chance.*) Do you think voluntary labour colonies could be used for the reception of some of this class?—Whether voluntary or not, I should like to see the experiment of colonies tried somewhat further than it has gone at present; but in any case I do not myself see that we can hope for any practical results from the establishment of labour colonies, unless you get authority for detaining persons very much longer than is at present the case, and I have always understood that there would be a difficulty in getting any Act of Parliament passed for that purpose.

10555. Therefore if those persons were sent to a labour colony, there would have to be power of detention?—I think it must be admitted by everybody who has thought about the question at all. It is useless to send a man to Hadleigh for a week or a month. It is difficult to say how long it should be; I should say three months at least.

10556. (*Captain Eardley-Wilmot.*) You said that detention was a deterrent in the country, but not in London; why is that?—Well, it is rather difficult to explain. To begin with, there is, as a rule, better accommodation, I think, in a London casual ward than in an ordinary country one.

10557. The country ones vary so much, do they not?—They vary very much; and then the London casual, I am inclined to think, says, "Well, here I am; I am put in here for the next four nights, I shall not come to much harm, I shall be warm, I shall not have to work very hard," and he knows that if he is kept secluded for four days that at the end of the fourth day he can get out into the street, and it is the old story—it is easier in every sense to pick up a living in a big place like London than anywhere else. He would have an opportunity, if he could run, of running after a cab and getting sixpence,

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1 Aug. 1905. and so on; whereas the man who is detained in the country vagrant ward—presumably he does not think it necessary to tell the superintendent so—has a notion that he will sleep at this place to-night, and go on some little distance further to-morrow.

10558. The man in the country has got some objective; the London man is simply going round and round?—Yes, simply going round and round.

10559. (*Mr. Davy.*) And then the food in the London casual wards is distinctly better than in the country casual ward?—I should think it is.

10560. And the man in the country casual ward probably has a shilling buried under the hedge?—Yes, very likely, and he dislikes the chance of losing that.

10561. (*Captain Showers.*) As regards a way-ticket system, how could you work that?—I have had no experience of it; it has never been in practice in any district or county where I have been, so I am afraid I am not an authority on that; I have not thought about it.

10562. Do you think the police would be more successful in getting uniformity in the treatment of vagrants?—Certainly; I mean nothing could be less successful than the present system; I am quite prepared to admit that.

10563. What makes you think the police would be more successful?—To tell you the truth, I said, “Yes” to the police, because there we have an authority ready to hand, and with a force who probably would be available to deal with the vagrants.

10564. If the police were given control, it would mean an enlargement of the force in every county?—I suppose it would.

10565. It would mean considerable expense?—I may confess at once I am prepared to repeat that uniformity is impossible under existing circumstances, and uniformity would only be possible if we take a large area, like a county, administered by one authority. One is disposed to turn to an existing authority like the police as the most handy, so to say, but I presume it would mean an increase in the force. And then it has just occurred to me that there is this much to be said, that in taking the country unions at large, a considerable number, if not the great majority of the casual wards are within the workhouse precincts, so that you would have as it were two authorities dealing with part of the same institution.

10566. If the police were in charge of what was part of the workhouse, would it not be very likely to cause friction between the guardians and the police?—Yes. As I say, it has just occurred to me there is that difference between country vagrant wards and metropolitan vagrant wards. The metropolitan vagrant wards, with about three exceptions, I think, are on entirely separate sites, whereas in the great majority of country unions the casual ward is either within the workhouse walls or close outside it. In fact, I think in every instance the master of the workhouse is the man responsible for the casual ward.

10567. Do you not think that the honest wayfarer might rather object to being overhauled or questioned by a policeman, and might not that very likely tend to keep that sort of man from using the casual wards?—Yes, I think that there is something in that; on the other hand, I do not know why a really honest man should have any objection to being questioned by a policeman.

10568. (*Sir William Chance.*) Is it not more difficult to secure uniformity from a popularly elected body than from officials; is not that a reason why you might have greater uniformity under the police than under the guardians?—I think that is so.

10569. The police would be working under certain orders, and if they did not carry them out they would be dismissed?—Yes.

10570. Would it be your idea that vagrants should be put under police control entirely?—The immediate control of the wards, I think, should be in the hands of the police; that is to say that, when you come to the details as to the class of work to be done, and so on, the police should be the authority to determine what it should be. I think if they had to refer questions possibly to a joint committee—a committee, say, com-

posed of guardians, you might find it very difficult to get uniformity there.

10571. Would not the police have to decide as to the task of work and also the food?—Yes.

10572. Would there not have to be a regular dietary scale and task of work set down?—Yes. I think we are all agreed there. You may say that in the casual ward in a given county the dietary is to be so and so, and the task of work is to be so and so, and unless you have one authority who is to see that these regulations are carried out you will not get uniformity.

10573. (*Chairman.*) If you give the control of the casual wards in a county over to the police it would seem that a casual ward would become a sort of lock-up?—Yes, I think one must admit that, if it is handed over.

10574. That would undoubtedly make a considerable difficulty so far as the British public is concerned?—Yes.

10575. I do not suggest that those who are in the casual wards would suffer in any way either by extra hard work or by oppression of any sort; one has to face the idea that they would be to some extent prisoners for the time being?—Yes, you must have regard to public opinion; there is no use trying to run counter to it.

10576. I should like you to consider a middle course. Supposing the casual wards remained under the guardians, but it was the duty, we will say, of the sergeant of police of the district to superintend or visit the casual wards so many nights a week; do you not think that would put a very wholesome—I will not say restraint—but supervision over the man in charge of the ward?—Yes; I am under the impression that that has been the practice in the past.

10577. In certain places?—In certain places; not universal.

10578. Not universal by any means?—Oh, no.

10579. And if that were made a universal practice it would to a certain extent, at any rate, have the effect of keeping the casual wards up to the mark more than they are at present?—Yes.

10580. From what we have heard, the casual wards where a task is invariably imposed are unpopular compared with those where there is a slacker discipline?—Yes.

10581. Would not the effect of the supervision of the police be to secure that in every case a task was imposed?—Yes, it might be.

10582. That might be the result of the police supervision?—Yes, we are all of us the better for supervision, and if the superintendent knew that he was liable to a surprise visit from the sergeant probably he would be more particular about seeing that he carried out the law.

10583. I am only putting that suggestion to you as something short of the greater proposal, which would be, at any rate, a wholesome change?—It might be a great advantage; where it has been tried in the past, I think it has always worked very satisfactorily.

10584. I gather that you are not in favour of establishing voluntary colonies, where a man can come and go as he pleases?—No, I do not see how you can expect any really useful results from that sort of thing.

10585. From what you know of the existing labour colonies, do you think that they have been at all successful in the reformation of the vagrant?—I know something about the Salvation Army colony at Hadleigh. I have been there three or four times, and I am prepared to give them every credit for this—that their supervision is excellent and the treatment the men receive is very good of its sort, and they certainly have a faculty of getting the last ounce out of the men while they are there. It is hardly for me to say what the Salvation Army ought or ought not to do, but where I think they have made a great mistake, and are apt to make a judicious person doubt perhaps more than he is justified in doubting the actual results of their system, is in the general statements made that the great majority of the persons who have been to Hadleigh and other colonies are after a short stay there absorbed in the wage-earning respectable and self-respecting part of the community. I think they made a mistake in that, although I should be sorry

to say that amongst the many colonists whom they dealt with at Hadleigh there have been no cases of absolute re-establishment; but I have been unable on the three different occasions that I have endeavoured to do it to get anything approaching convincing figures or statements as to the percentage of completely successful results.

10586. The question of the success or non-success of a colony is whether you reform the man from being an idle man into a working man?—Certainly; and perhaps it is going wide of the question, but from what I have read of the various labour colonies abroad, there does not seem to be any convincing record of a system which is more or less voluntary resulting in complete re-establishment of the men.

10587. I take it you would regard with favour a scheme for the establishment of labour colonies where there would be power to detain for, say, from six months to two years?—Yes.

10588. And I suppose you would suggest that the people to be sent there would be habitual vagrants, that is, men who had been convicted so many times of begging, or had, say, for twelve months refused to do anything to maintain themselves?—Yes.

10589. They should be sent to a colony where there would be a chance of getting them to work well?—And I think if you established a colony of that sort, you would be justified in saying this is not necessarily a penal colony. A man tells you he is destitute, and we will take his own story if you like; and the ordinary casual will tell you he cannot find work. "I have been trying all this time and have failed and you have had to deal with me so many times in the casual ward, or the workhouse, as the case may be;" to send him to the colony would not be treating him as a criminal. "You say you have done this, that, and the other, and you have failed; we will see if we can make something of you. You are not a prisoner, but a condition of your coming to us is, you will stay with us, say, twelve months till we see what we can do with you. It is absurd to say we can regenerate you in a week or a fortnight, but come along and we will see what we can do for you." The advantage of such a system as that would be this: I do not know if it would so act, but if the thoughtlessly benevolent public knew there was a place where a man might be taken, they might be disposed to keep their hands out of their pockets and say, "You go there and you will be taken in hand by the authority who manages this place, and they will do something really useful for you."

10590. You might have two different sorts of colonies?—Oh, yes.

10591. One for the absolutely confirmed habitual vagrant, the man who is determined to do no work, and another where the control would not be so strict, where you would put the man who is willing to do work if he could obtain it?—Yes, I think you might have, so to say, graduated colonies, or separate colonies for each class, but I feel that even in the better class it would be an essential that the man, voluntarily if you like, must commit himself for a given period. What that period should be is another question.

10592. Like the habitual drunkard in the old days who signed his liberty away for a certain length of time?—Yes, and then supposing—I do not see why it should not be possible—you had a place where a man might go in voluntarily, and where, if before the end of the time he said: "I have had enough of this, I am going to chuck it," you would be able to say to him "You are not a man of your word; the next time you come along you will have to go to the other place."

10593. I think we are all agreed that the great object is to get greater uniformity of treatment for the vagrant than exists at the present time?—Unquestionably, for his own sake, and for the sake of the public at large.

10594. It is essential if you are going to do any good at all; and it is impossible to get uniformity under the existing circumstances without having a stricter system?—Yes.

10595. (*Mr. Davy.*) One of the advantages of getting uniformity would be that you could treat tramps rather better in the way of food and accommodation?—Yes.

10596. The food for tramps at present is not very satisfactory in the country?—No, I think not. The accommodation in London is as good as anything could be really, so far as material conditions are concerned. I mean the place where they sleep and the provision made for them, but that does not apply to the country.

10597. Unless you have uniformity you cannot prudently increase the diet in any particular place, because all the tramps would run there?—Of course they would go there.

10598. You are of opinion that the vagrant wards should be a county charge at all events?—Yes, I think that is only reasonable.

10599. You would shut up unnecessary vagrant wards?—Oh, certainly.

10600. You would consider the county, or the larger area, as one?—Yes, let the cost be thrown over the larger area.

10601. Should you see any objection to the guardians letting their vagrant wards to the standing joint committee?—None at all.

10602. Should you see any objection in exceptional cases to the standing joint committee appointing the master of the workhouse as a special constable for the purpose of managing the wards?—No; one would assume that they would exercise judgment in the selection of the man.

10603. Yes, and it would be necessary to get various consents?—Yes.

10604. That would get over the difficulty in small and not very frequented casual wards: no special officer need be appointed there by the county?—No, but I take it this appointment you are contemplating would follow on the taking over of the management of the wards by some one authority, whoever it might be.

10605. Some wards would be closed, other wards would be hired, and a retired constable specially appointed: in others again the master of the workhouse would be left in charge?—Yes, to that extent the workhouse master would be the servant of the central authority.

10606. Do you see any very great objection to that?—No. I think it sounds like the basis of a scheme which would have good effect.

10607. Would not the increase of constables be somewhat made up by the decrease of expense in the existing officers?—I really have not thought the thing out, but I should incline to think that a scheme of this sort would necessarily involve an increase in the constabulary staff, and that the number of poor law officials whose services would be dispensed with would be less in comparison.

10608. But in any case you will agree that to make an omelette you must break some eggs?—Oh, certainly.

10609. And the omelette looks to be a desirable one?—I think everybody is agreed about that.

*Mr. H.
Lockwood.*
1 Aug. 1905.

TWENTY-EIGHTH DAY.

Wednesday, 2nd August, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT.
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. EDWARD NICHOLAS FENWICK, called ; and Examined.

*Mr. E. N.
Fenwick.*
2 Aug. 1905.

10610. (*Chairman.*) You are, as we all know, one of the Metropolitan police magistrates, and you are at present at Bow Street ?—Yes.

10611. Before you became a London police magistrate, you were, I think, for some time at Bradford ?—I was for two years at Bradford, and I have been just about eighteen years in London.

10612. And you were on circuit before that ?—The North-Eastern, and I think I have served at most of the districts in London. I was appointed to West London as it is now called, Hammersmith it was then called ; from there I went to Woolwich and Greenwich, and from Greenwich to Southwark ; from Southwark I was appointed to Marlborough Street, and from Marlborough Street I went to Bow Street. I do not think there is a single magistrate, with the exception of the Chief Magistrate, who has sat, as I have, in every Metropolitan police court.

10613. You have tolerable experience of the inhabitants of London, including, I think, the vagrant class ?—So far as they appear in the police courts, I have.

10614. During your time in London what opinion have you formed as regards the sufficiency of the present vagrancy law ?—On the whole, I think the present law with regard to vagrancy, if administered by an active police force and a firm and watchful magistrate, is sufficient to cope with the vagrancy as ordinarily understood. Subject to one observation I should like to make presently, I think that on the whole it is sufficient. Improvements might perhaps be made in other directions, but I am talking of the police courts. There is, I think, one class—a very small class perhaps—with regard to which I confess I wish there were some more effective means devised to deal with it, and that class is the class which is commonly called the incorrigible rogue ; I mean the able-bodied rogue, a man who has passed through all the different stages of vagrancy, from the idle and disorderly person, the rogue and the vagabond, and has at last reached the stage of the incorrigible rogue, who has been dealt with as such at the sessions perhaps more than once, who goes to gaol over and over again, but only comes out apparently to recommence his own old career of idleness and vagrancy. The man has shown by his past record that he is a confirmed and habitual beggar ; he has shown that he is a lazy, able-bodied vagrant, deliberately preying upon society, and demoralising all who come in contact with him by the evil example which he sets. With regard to that man, I think it is desirable that some means should be devised, either by sending him to a penal workhouse or labour colony—I do not care by what name you call it—by which he could be checked by detention, and placed in such a position for some considerable period so that he can no longer prey upon society, and set a bad example to others.

10615. I take it you would be in accord with any suggestion to make by statute a class of habitual vagrants who would be more severely dealt with than the ordinary vagrant ?—Yes, I should be in favour of that. By habitual vagrant, I would mean something analogous to what is meant by the incorrigible rogue in the Vagrancy Act.

10616. The man who lives on the public, and who is determined not to do a stroke of work if he can ?—Send

him to a reformatory, reform him if you can, instil into him habits of work if you can, but keep him under restraint somewhat in the way you do the habitual drunkard, so that he should no longer prey upon his fellow men. I think they are a very small class, so far as they appear in the police courts, but there they are and they appear over and over again.

10617. Speaking roughly, what percentage of them would you say there is among the ordinary London vagrants ?—I have a return here, for Bow Street, for the year ended 31st May last. There were 339 convictions for begging ; 9 of those were sent to the sessions and were dealt with as incorrigible rogues—9 out of 339. The total in London at all the police courts convicted for begging was 3,019, and of those 134 were committed to the sessions as incorrigible rogues.

10618. The incorrigible rogue, under the present law, can be dealt with very severely ?—He can be flogged. I remember one case some time ago in London, where a man was ordered at the sessions to be flogged. That is the only case which I can recall.

10619. But as a rule it means twelve months over and above whatever sentence has been imposed on him before by the petty sessions ?—Petty sessions commit him to be sentenced at the quarter sessions, who can give him a year themselves.

10620. It is looked upon as a severe statute ?—It gives twelve months at any rate.

10621. With this class of habitual vagrant, you probably might begin with six months, we will say, and go up to three years ?—Sentencing him for six months to some labour colony, if you please to call it so. Of course it would be in the discretion of the tribunal that had to send him, how long he should be sent.

10622. The labour colony should be for the habitual vagrant, and not for the ordinary vagrant on his first or second offence ?—I quite agree with that, but I limited my observations to the able-bodied incorrigible rogue. Incorrigible rogue under the statute, of course, means at least three convictions.

10623. A man who has been proved to have deliberately abstained from any attempt to get work, or even to have refused work when he could have got it ?—Exactly, always being able to work.

10624. Being an able-bodied man ?—Being an able-bodied man. The other day the Chief Magistrate told me that he had a man before him lately as an incorrigible rogue, who was just over twenty-two ; he had begun his incorrigible rogue career as early as that. He must have been living by begging practically ever since he could remember.

10625. Now what would be your views as regards the dietary in a labour colony ?—Of course it would depend on how you work the man ; if you work him hard, you must allow him a liberal dietary, of course.

10626. Quite so ; if you gave a liberal dietary to the man who worked well, that would be an inducement to the idle man to come into the ranks of the workers ?—Putting aside flogging for the moment, I do not see that you would have any other inducement for a man to work, if he did not wish to work, except dietary. If he did not

work, of course his scale of dietary would be lower; if he did work he would be rewarded by being put on a higher scale.

10627. Or he would be punished by being put on bread and water if he refused?—That is a question of diet again.

10628. If his health permitted?—Yes.

10629. Do you think that a short sentence of seven days, or anything, we will say, under fourteen days, has the least deterrent effect upon the vagrant class?—Speaking generally, I should say that short sentences of three, five, or seven days, are not deterrent at all. Of course there may be exceptional cases, but, as a general rule, I do not think they do the least good.

10630. They fill the gaols without deterring the vagrant from his life?—I think so. I think when a man comes out, he does not very much care for it. I think that sentences of twenty-one days, a month, and longer sentences, up to even a year, are deterrent, but even in these cases I think there are some men who do not—judging from their demeanour—apparently care what they get; they are a very small number though.

10631. But those are men whom you would contemplate putting into the labour colony?—I believe there is a small percentage of men who view their imprisonment indifferently. Those are the men who ultimately become the incorrigible rogues; they go to gaol and they do not care for the punishment.

10632. Have you yourself made any study of the labour colony?—No, I have not, nothing beyond what I have heard generally about it. I have taken some interest in the question.

10633. You have not inspected any labour colony?—No, I have not.

10634. But, as I understand, you do not contemplate a labour colony otherwise than as a place of actual detention?—No, certainly not.

10635. The colony where a man is invited, and where he is free to leave when he pleases, would be little or no use?—I should think not, but of course I have had no experience of how that system works in labour colonies. There are some labour colonies where the men can leave when they like. I do not know whether it is found that they do leave, but I should have thought, *prima facie*, you ought to put some restraint on them, and keep them there.

10636. Have you at all considered the question of the way-ticket?—Of course I know nothing about the working of the way-ticket practically, beyond what I have read, but it does seem to me that the way-ticket is an excellent suggestion with a view to sorting out men, and anything which helps to sort out men of course is of assistance to the justices when they come to deal with the cases and have the men before them.

10637. It might be a means of identification of the habitual vagrant?—Yes, to some extent. Every little that helps is always acceptable. The difficulty in a police court is to ascertain anything about these men that helps you. The fact that the man has a way-ticket and is not on his way throws some little light upon him; it may be explained, of course.

10638. It has been suggested to us that the finger-printing system would come in there?—I do not know at all what would be the expense of the finger-printing system. At present I believe it is not applied to vagrants. The practice in the Metropolitan police courts with regard to identifying is this: if a man is brought up and remanded for inquiries he is seen of course by the officers of the court at which he is, by the jailers, and the warrant officers there; they may or may not know him; he is also seen by the officers of the Mendicity Society; they may or may not know him, but in the end, if he is remanded to Brixton for inquiries, the warders at Brixton will probably know him. They see the man and say, "Why, you were here a couple of months ago." Having ascertained that they send notice to the police court, and when the man comes up again on remand you have the note that the warder knows him and that he has been there.

10639. At any rate in the case of habitual or incorrigible vagrants the finger-print system would be undoubtedly valuable?—Certainly. I believe the finger-print is absolutely reliable. If you had this test, of course it would show where the man had been before. At present

if a man comes into the Metropolis, although he may be a confirmed beggar in Birmingham, so far as I know, there is no means of identifying him; he may be dealt with as a first offender in London, whereas in Birmingham he may have been sent to gaol over and over again. Mr. E. N. Fenwick.
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10640. In the country, if it is a question as to whether a man should be committed as an habitual vagrant, you probably would be of opinion that he ought to be dealt with by a court of petty sessions and not by a single magistrate—I am not speaking of the stipendiaries?—Oh, certainly, I think so.

10641. Do you think that petty sessions should send him to a labour colony?—I should suggest that that should be done by quarter sessions in the same way as they deal with the incorrigible rogue now. I do not think a court of petty sessions in the country should be able to send a man for three years to be kept under control.

10642. Would you have the man tried by a jury, or dealt with as at present?—I would deal with him as you deal with the present incorrigible rogue; let quarter sessions say for what period he should go.

10643. In that case it would of course shorten the process of legislation if you were simply to add the habitual vagrant to the list of those who are in the Vagrancy Act?—I am not sure that the incorrigible rogue at present would not almost cover this class of men. At present, of course, there is no power to send an incorrigible rogue to any such institution as you have suggested.

10644. You would have to make a statutory provision for them?—For them; but the class of man I think is already almost indicated by the incorrigible rogue.

10645. By the definition in the present Act?—He must have been convicted as an idle and disorderly person and he must have been convicted as a rogue and a vagabond, and after that he becomes an incorrigible rogue. Therefore you get the three convictions against him; it almost seems to indicate the habitual vagrant.

10646. Would you like to make any suggestion as to the number of convictions and the time within which they should take place to make the man an habitual vagrant?—I should follow the Vagrancy Act and deal with him after the third conviction.

10647. Now, would you suggest any minimum for a sentence for vagrancy in view of what you have said with regard to the seven days' sentence?—No, I should be opposed to that altogether; I would rather leave it to the absolute discretion of the magistrate. I know of no class of cases in which the circumstances vary more than in these cases, and I would rather leave it entirely to the discretion of the magistrate.

10648. There might be occasional cases where the seven days would be a sufficient sentence?—Yes. You must remember that occasionally a man comes up after he has been in custody on remand for seven days. Seven days' imprisonment after that gives him fourteen days' detention. I would not like to hamper a magistrate in his discretion.

10649. (Mr. Davy.) Do you think the number of incorrigible rogues is increasing?—That I cannot tell you, because I have not the statistics for the other years. I should say from my own experience—I am only giving you my own opinion now—that it remains about the same; I do not think that it is increasing much.

10650. Do you think the dread of prison is diminishing amongst persons committed for vagrant offences, such as begging and sleeping out?—I do not think the dread is increasing.

10651. Do you rely entirely upon detention as a deterrent?—Detention of course deters a man; he cannot pursue his old career as long as you detain him. No, I would not rely entirely upon that; I said I would reform him if you can.

10652. Do you think severe punitive measures in prison would have a deterrent effect?—You mean in the shape of diet?

10653. Diet and increased hard labour and increased discomfort generally, supposing it were practicable?—Well, I could hardly express an opinion about that, because I do not know exactly what they do in prison, or what effect it would have upon them.

Mr. E. N. Fenwick. 10654. One difficulty is that these people have an extremely low standard of comfort?—No doubt.

2 Aug. 1905. 10655. And further what would be no punishment to them would be a severe punishment to a prisoner of another sort?—No doubt. Some prisoners have a higher standard of comfort than others.

10656. That would be an argument in favour of classification of prisoners so as to deal with this class apart from others?—Yes, it would be an argument, but whether it would be a good one or not I do not know. I am not quite sure what the effect of it would be when you have treated him more harshly than the others.

10657. I do not mean that. I mean it is apparently very difficult to arrange a prison system which would be hard enough for the man of so low a standard of comfort as the vagrant, and yet not be too hard for the other people?—Yes, I dare say there would be some difficulty about that.

10658. To that extent the establishment of a second form of detention in a penal colony, we will call it, would be useful?—Yes, I agree with you.

10659. There would be an advantage in some further classification in prisons?—I think that classification would be a good thing.

10660. Now, you have told us that the incorrigible rogue is a very small class; how would you deal with habitual sleepers out, and habitual beggars who go to the shelters?—Habitual beggars would of course come under the police; they would be arrested for begging.

10661. We have it in evidence that the number of prosecutions for begging in London is not very great in comparison with the offences. Unless a policeman actually sees the man begging he takes no steps practically?—You mean a great many men beg who are not arrested.

10662. Private persons will not take the trouble to prosecute?—I have no doubt that is so; one knows one's self that if a man begs of you you do not take the trouble to prosecute him.

10663. Would you leave that class alone?—Well, that is a question I have not quite considered; I can only consider it from the point of view of the vagrants who come to the police court; those are the men who come within the provisions of the Vagrancy Act of George IV.

10664. If that class were left alone, at all events for the present, any recommendations of this Committee in the direction of locking up habitual vagrants would be much smaller in extent?—You would, I suppose, have to charge them with something to get hold of them, would you not?

10665. Yes, that is what I mean?—I do not see how you are to get hold of them.

10666. Would you lock up a man for a long term simply for being a beggar, or would you say he should be charged with something?—If you lock him up for being a beggar, there must be some tribunal to say whether he is a beggar.

10667. Quite so, but the police might take a different view of it?—The man would have to be arrested by somebody who would have to make some charge against him.

10668. Before you take those steps that charge would have to be investigated by a court of law, that is to say by a magistrate?—I think so.

10669. You would not be in favour of allowing an administrative body, for instance the board of guardians, to have power to deal directly with a man's liberty?—I think not. A man should be brought before some proper tribunal before he is deprived of his liberty.

10670. It should be done very carefully and one of the advantages of sending to quarter sessions, I put it to you, is that it means a more formal procedure?—I think so. It should be done very carefully, because you contemplate putting a man under restraint for a considerable time—two or three years.

10671. That is to say the procedure should be in a high degree formal?—I think so, and judicial too.

10672. When a man is sent up as an incorrigible rogue, what happens to him between the time when he is dealt with by the justices and the time that he appears at quarter sessions?—He remains in gaol waiting the sentence of the quarter sessions.

10673. Is he under sentence?—He is committed to be dealt with by quarter sessions; that is to say he remains in custody; I do not think he has hard labour.

10674. (*Captain Eardley-Wilmot.*) Yes; he is committed with hard labour to the next sessions?—I did not know that

10675. (*Mr. Davy.*) What would be the period in London between the conviction by the magistrates and the sentence by quarter sessions?—Oh, it would vary from a week to perhaps four weeks, something of that sort, not longer.

10676. It might be rather longer in the country?—It might, of course, in the country; he might have to wait nearly three months.

10677. That three months, of course, might be taken into consideration by quarter sessions in sentencing him?—I should think it would: I think all courts in sentencing a man take into consideration the fact that he has been in custody some little time.

10678. Most incorrigible rogues and vagrants are men who neglect to maintain their families, are they not?—There are some of them, but I think the larger number are the beggars.

10679. In London?—Yes; and the beggars charged at Bow Street chiefly come from the neighbourhood of the theatres at night.

10680. We have it in evidence that this class of vagrants do not supply many criminals?—No, I should not think that the ordinary vagrant could be said to be one of the criminal classes; he may commit little petty thefts if he gets the opportunity, but he certainly is not one of the criminal classes.

10681. Would you say that when a sentence of a month on a man ceases to be a deterrent he ought to be dealt with by a longer term of imprisonment?—So he can be at present. He is liable on his first conviction as an idle and disorderly person to a month; that is the limit; on his conviction as a rogue and vagabond he is liable to three months; after that, on his conviction as an incorrigible rogue, he is liable to twelve months; it is an ascending scale.

10682. Many witnesses have told us that some men have practically passed the last ten or fifteen years in prison; as soon as they come out they get convicted again?—I have no doubt that is so.

10683. And that is the class of man that you want to get hold of?—That is the class of man that becomes the incorrigible rogue, who comes out to pursue his old calling directly; he is occasionally arrested, almost the next day, at his old haunts beginning again: some times you find him in the same street even.

10684. There is one man who every time he comes out of prison goes into a vagrant ward and breaks a window and then gets another term?—Yes?

10685. Do all the London magistrates practically take the same view as to incorrigible rogues?—That I could not tell you.

10686. Do you think that the number 134 out of 3,019 fairly represents the total number of persons who really are incorrigible rogues, that is to say, men to whom prison ceases to be a deterrent?—I suspect not, I suspect there are more of them.

10687. Is there any common agreement as to sentences in London amongst stipendiary magistrates?—As near as you can get it; we have our quarterly meetings when we discuss these things. After all, when a man is brought up the circumstances of these cases do vary so infinitely that it must be left to the magistrate; but we do meet, and for my colleagues at Bow Street I may say they take exactly the view I have expressed that short sentences are very little use.

10688. (*Chairman.*) Can you say that that appears to be the opinion of your colleagues?—That appears to be the opinion generally of the body, and I know it is the opinion of my two colleagues at Bow Street, because I have talked to them about it, and they entirely agree with what I have told you.

10689. That is very valuable information for us?—I was only talking a day or two ago to Sir Albert de Rutzen and Mr. Marsham, my colleagues, and they both agreed

that sentences of three, five, and seven days are practically no use at all. You will no doubt find if you search the records of prisoners who have been sent for seven days at Bow Street that they have already been in custody for seven days, and it has been a small offence perhaps. Might I tell you what our practice is with regard to these men? If a man is charged at Bow Street with vagrancy and the case is proved, inquiries are at once made, if anything is known about him. Sometimes something is known about him, sometimes the warrant officer knows him, or the Mendicity Society's officer knows him. If it is his first offence, instead of sending him to gaol he is sentenced to one day's imprisonment. It is duly recorded by the gaoler against him, and he is told that he is sentenced to one day's imprisonment, but it will be remembered, and if he comes again he will not get off so easily. If nothing is known of him, then he is remanded for further inquiry, and if on inquiry it turns out still nothing is known and he is such a man as I have described—a first offender—he is sentenced to one day. If it turns out he is a well-known man, who has been convicted before, then according to the number of times he has been previously convicted so he is dealt with, one month, two months, three months, or he may be sent to sessions to be dealt with as an incorrigible rogue. There are some cases where a man for his first offence would probably be dealt with summarily and get a month, such as where a man put his foot in the doorway and tried to intimidate servant-maids, or made use of obscene, filthy or blasphemous language to women who declined to give him anything. In such cases, although it may be his first offence, the man would probably go to prison for a month.

10690. (*Mr. Davy.*) We have it in evidence that in some petty sessional courts sentences of three days for vagrancy offences are quite common. Now that involves removal to the gaol at considerable expense and all the witnesses are opposed to such sentences?—I should have said such a sentence was absolutely useless. I may say I have been through the sentences at Bow Street exclusive of the one-day sentences which I have not taken into account, and I find that the average sentence passed upon the vagrant there is twenty-five days, less a fraction of a day.

10691. But take the case I have just put to you, where sentences of three days or seven days are habitually given. I am not speaking of the Metropolitan courts, but petty sessional courts. Can you suggest any means whereby we can put a stop to such sentences, which everybody seems to be agreed are purely mischievous?—No, I am afraid I cannot. I am in favour of leaving the discretion to the magistrates, and I cannot suggest any means of compelling them to give more than in their discretion they think the man ought to receive.

10692. You say there might be no objection to giving a sentence of one day?—Of course that is nothing at all.

10693. That would mean that the conviction would be practically nothing at all; it would mean no expense to the county, and no expense and trouble to the gaol; but there is great objection to giving a sentence of three days?—It seems to me useless.

10694. Can you conceive any circumstances in which a three days' sentence is the right one?—No; no case occurs to my mind in which a three days' sentence would be of the slightest use at all.

10695. Would it be a great interference with the discretion of magistrates if they were prohibited giving any sentence between one day and, say, seven days?—Well, I can only say that I am strongly in favour of leaving it entirely to the magistrates. I had some experience of petty sessional courts in the country. I have often sat with benches of justices and my experience of them is that they are very sensible men and they do their work as a body remarkably well.

10696. Do you think that a Circular from the Home Office setting out all the facts of the case would be sufficient to cope with the evil?—Well, I think it would certainly draw their attention to it, and I have no doubt they would pay every regard to what was the opinion of the Home Office.

10697. Sentencing a man for three days afterwards would have the appearance of being perverse?—That depends upon the particular magistrates, of course.

10698. (*Mr. Simpson.*) From Bow Street all your prisoners go to Brixton?—Yes. *Mr. E. N. Fenwick.*

10699. That is on remand, I think?—On remand they go to Brixton. Aug. 1905.

10700. And on conviction to another London prison?—Yes.

10701. And you have a regular van service every day, so to send one more prisoner practically does not increase the cost?—No, I do not know how the vans fill up; I should think it would not increase the cost.

10702. Therefore any objection to three and five day sentences would be much stronger in a country district where, if a man is sent to prison, a policeman has to be taken off his duty specially to take him to prison; there is the cost of the railway journey to the prison, and, in some cases, perhaps the prison authorities have to give the man a ticket to go back to the place where he is convicted; and there the element of cost would come in?—Yes, I agree that the element of cost would come in, but, apart from the element of cost, I think the three day sentences are of very little use as a deterrent.

10703. (*Mr. Davy.*) Probably the establishment of labour colonies might lead to more reasonable sentences; I mean taking these extreme cases?—Yes, probably it might.

10704. Philanthropic magistrates might be less averse to dealing suitably with these men?—Yes, I think probably men would be more freely sent to a labour colony if you brought reformatory influence to bear upon them; where the magistrates knew that efforts would be made to reform the man, and instil working habits into him, then probably they would be more ready to send him to a labour colony for a term of years, than they would to send him to a gaol where the treatment was more or less penal.

10705. Magistrates at all events would know that the man was being dealt with on some settled system?—Yes, assuming labour colonies to be established.

10706. And one day sentences seem to be from every point of view better than three day sentences?—One day sentence is no sentence at all.

10707. It is a conviction?—It is a conviction; it enables you, if the next occasion is a very bad one, to give him three months because he has already been convicted as an idle and disorderly person; and, if after having been convicted as an idle and disorderly person, he comes again, he is a rogue and a vagabond, and is entitled to three months. It might be very useful; it is better than discharging him, for you get a hold over him.

10708. And better than the three day sentence?—I said that the three day sentence is of very little use.

10709. (*Chairman.*) If at petty sessions a man is sentenced to one day's imprisonment, would that involve his being sent off to the county gaol?—I think not. I can only tell you that at Bow Street the man is not sent to Brixton or any other gaol; he is discharged from the court.

10710. Is it equivalent to being sentenced till the rising of the court?—It is equivalent to that. He is discharged from the police court.

10711. The county is not put to the expense of sending a policeman with the man to prison?—No, but if he had three days he would have to be taken there.

10712. (*Mr. Davy.*) The one day sentence would of course not be a deterrent?—Except that there would be the fact of the conviction, which would help you on the second occasion to deal with the man more severely.

10713. (*Mr. Simpson.*) Speaking generally, quite apart from the treatment of incorrigible rogues, you think the Vagrancy Act works well?—I do; assuming the police are active in arresting these men, and the magistrate watchful and determined to do his duty, it works well.

10714. I suppose at Bow Street you do not have many cases of sleeping out?—They are chiefly children, and in these figures I have given you I have not included children. There is no difficulty about the children; they are easily disposed of by means of the industrial schools, and the many institutions which are ready to take them.

10715. In some districts it is very necessary to proceed against tramps for sleeping out, and it has been represented to us that a man caught sleeping out cannot be

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proceeded against, if he has as much as 2d. in his possession—he has visible means of subsistence; has that point ever come before you?—No; I have seen reports of cases of that sort, but it has never come before me.

10716. It has never been brought before you?—No. It is seldom that adult men are brought up in London for sleeping out.

10717. If the mere possession of a couple of coppers could give a legal right to sleep out, it does seem to impede the action of the police in cases where it is necessary to proceed against tramps for sleeping out in out-houses and so on?—Yes, I think you would have to depend upon the common sense and the discretion of the magistrate to deal with those cases; I think they are perfectly capable of dealing with them.

10718. We have it in evidence that some magistrates have considered they are precluded from dealing with a man for sleeping out if he has got 2d. on him; do you think it would be reasonable to amend the law so as to give them a discretion in dealing with such cases?—I hardly think you could legislate for every particular case of that sort. For myself I would rather leave it as it is, and leave it to the common sense of the bench before whom it comes to deal with it. If you once put in 2d. the man says he has 2½d., and he is outside the statute; if you put 3d. the man says he has 4d., and so you go on. You can always put cases on the line which are difficult. Sometimes many a man gets off, really because his case is on the line. He may be really said to be guilty, but he gets off; the magistrate gives him the benefit of the doubt and lets him go.

10719. At all events you have no reason to think such cases are frequent?—I do not think they are. Of course they would arise more in the country than in London.

10720. Under the Vagrancy Act, the money found on persons dealt with can be forfeited by the court and used for the cost of their maintenance in prison; do you have many applications before you for that purpose?—No, I have never had one; I do not think I have ever had a vagrant who has had much more than a copper or two found on him.

10721. Do not some of the beggars have a good deal on them?—No, very few; sometimes it is as much as a shilling or it may be 11d., but no large sums.

10722. We hear that some people make quite a fair living by begging; probably they do not keep the money on them?—I do not think they carry it about with them; I think they are aware that there is always a danger of being arrested and searched. They take care if they have any valuables to keep them somewhere where they will be perfectly safe.

10723. Have you had before you any question of charges made by the police for maintenance of vagrants while in their custody—for giving them a meal or two before they are brought before the magistrates?—Never.

10724. I think you said there were about 130 incorrigible rogues?—In the Metropolis there were 134, but it would only be a percentage of those that I should call able-bodied. I may perhaps say this with regard to the able-bodied vagrants; I have an opportunity of seeing them of course myself in the dock, but I was talking the other day to our head gaoler at Bow Street, who is a very intelligent and very observant man, and asking him what his opinion was as to the percentage of able-bodied men amongst the vagrants charged; it was his opinion, and I should certainly confirm it from my own observation, that 80 per cent. of them were able-bodied men in this sense, that they could do a fair day's work, light porter's work, driving vans, and all that sort of work, but of course they could not compete with what you call the old thick-legged navvy; they could not compete with him, but for light work they are able-bodied men; they would not be fit to go on the railway works, and do hard work with a pick and spade.

10725. Would that apply to all those 134 that were sent up?—Well, if you take 80 per cent. of those, assuming the same proportion are able-bodied, you would get about 106 able-bodied incorrigible rogues.

10726. And do you suppose almost all of those 106 might have been properly dealt with by being sent to a labour colony, supposing it to be a labour colony which

could give different sorts of work—not only hard work, but also light work?—I do; I think it would have been a good thing to have dealt with those men in that way if there had been labour colonies to send them to; they are able-bodied men—I am assuming my percentage of able-bodied men is well founded—who have been convicted over and over again. One talks about the three convictions to make the incorrigible rogue; many of these men have been convicted fifty or sixty times.

10727. I suppose there are many beggars who come to the police court who might be dealt with as incorrigible rogues, but who are not in fact dealt with in that way?—Undoubtedly; their history may not be known. I have no doubt that many a man who is really qualified to be dealt with as an incorrigible rogue comes to the police court, and by reason of his not being known, and his protestation that it is his first offence, he is dealt with as a first offender, and he gets off with one day.

10728. (Mr. Davy.) Or he may be old, infirm and miserable?—Old and infirm men I exclude. I refer to capable and able-bodied men.

10729. The old and infirm are not as a rule sent on as incorrigible rogues?—No; it is difficult to know what to do with them.

10730. What are you to do with them?—It is extremely difficult to say, because the old, broken-down, infirm man will not go into the workhouse. You discharge him, for you are moved by sympathy towards him; you get his promise that he will not come back again; next time you sit at the court you find him there again.

10731. Sometimes they are discharged on their promise to go into the workhouse, and they do not go?—A man says he will go to the workhouse, but he does not go to the workhouse, even when you send a constable down to the workhouse with him; he somehow appears again.

10732. He beats you?—Yes.

10733. Those are most miserable cases?—They are very painful cases to deal with; you do not know what to do.

10734. (Mr. Simpson.) If there was a labour colony, do you not think even for those men a place might be found; they might potter about the colony, and be given some light sort of work, and be kept away from begging?—Well, I do not really know that they could do any light work at all; their proper place would be in their own workhouse, in their proper place of settlement; if you could get them there, that is where they ought to be. I do not think many of them could do any work at all.

10735. (Mr. Davy.) They are almost infirm cases?—Old, bowed men, who can hardly look up, it takes them all their time to get from the door of the court to the dock; they have to be assisted sometimes by the gaoler to get into the dock. You could do nothing with them so far as work is concerned.

10736. The Poor Law can do nothing with them, because they have the power voluntarily to discharge themselves?—That is so, and one sometimes thinks it would be a good thing if they could be compulsorily put into the workhouse and kept there.

10737. (Mr. Simpson.) Give the magistrate power to send them to the workhouse?—Yes, to be kept there.

10738. (Mr. Davy.) Is not that the only solution that occurs to you?—Certainly, it is the only one which occurs to me, but there may be others which have not occurred to me; that is the only one I can think of to deal with such cases satisfactorily.

10739. (Mr. Simpson.) Supposing there were in existence labour colonies which afforded a reasonable way of dealing with the incorrigible rogues, do you think there would be more incorrigible rogues sent up to sessions than there are at present?—It is rather speculating, but I am inclined to think there would be.

10740. Do you not think for instance, the police themselves would be rather more anxious to find out such cases?—I am inclined to think they would be for the reason I have said; the court would think it is for the man's own interest we are going to send him there, to keep him off the streets, and try to do something with him; if he can be reformed, reformatory influence will

be brought to bear on him; he will be taught to work, and will be given some instruction.

10741. Then it would not be safe to infer that, supposing a labour colony were established, there would not be more than 100 men in the year sent to it from the Metropolitan police courts?—It would be extremely difficult to try to give the number of people who would be sent.

10742. At all events the figures of the incorrigible rogues who have been dealt with previously would not afford a sufficient basis to estimate?—Roughly, I think they would, but I think there is something in what you suggest that the magistrates would be a little more ready to deal with these men as incorrigible rogues, if they thought they were going to a labour colony.

10743. (*Mr. Davy.*) But, on the other hand, if you take these away probably the crop coming on would be somewhat lessened?—Yes. All those speculations as to what the figures would be in the future are extremely difficult to answer. I once tried to get out the figures of what the habitual drunkards were going to be, but I have not the slightest doubt they were absolutely unreliable.

10744. (*Sir William Chance.*) During your long experience as a Metropolitan police magistrate, have you had to deal with wandering children brought before you under section 14 of the Industrial Schools Act, 1866?—Yes, numbers come.

10745. And are those children generally wandering about alone?—Yes, wandering about the streets usually by themselves; sometimes they are lost; sometimes it turns out they have been deserted.

10746. Have you had many cases brought before you where they have been under the charge of somebody at the time they are apprehended?—Yes, occasionally they have been under the charge of and going about with their parents, sometimes with the mother alone, sometimes the father alone.

10747. Was the reason for their being arrested that the guardianship was improper?—Yes; and that must, of course, depend upon the character of the parents.

10748. We have had it in evidence that some magistrates take different views as to the meaning of "proper guardianship" in section 14, some holding that if the child is with its parent, even though he is known to be of bad character and vicious habits, the child cannot be taken away under the section?—I think in regard to that you must give a common sense interpretation to the statute. For instance I will give an illustration. Suppose a child were found tramping the country with its father; it is shown that he is a professional beggar sleeping in casual wards, and in common lodging-houses, and under fences, roving about with his child for no other purpose than mendicancy; I should think that no magistrate would have the slightest hesitation in sending that child away to an industrial school.

10749. You think the circumstances of that case would be covered by this section?—They would. Now take another case. Suppose a child were found tramping the country, going along a country road with his father; assume if you like the father has begged on the way, asked for a copper, and it is shown that that man is temporarily without a fixed home, a *bona fide* working man who is on his way, say, to Birmingham or Manchester with the view of getting work there; if you were satisfied of that you would have no doubt in saying this is not a case for taking the child away from the man. It is true he has begged, but you must remember the case of *Pointon v. Hill*. He is not a man who is habitually getting his living by begging or vagrancy; he has begged once, but his mode of livelihood is that of an honest *bona fide* working man. Nobody would take his child away from him I think. I do not think in the application of the section in those cases there is very much difficulty in practice. Of course you may put hypothetical cases on the line and they become very difficult to answer. Sometimes you may put it to one man and he will answer it in one way, and you put it to another equally experienced man, and he will answer it in another. I think in practice there is very little difficulty in dealing with them.

10750. Are you aware of a Circular Letter of the Home Office in 1869 in which they take the same view of the section that you have just given?—No, I was not

aware of it. I think no magistrate would have any doubt that if a man were shown to be an habitual vagrant roving the streets getting his living by vagrancy, he would not be a proper person to have the custody and control of his child.

10751. Do you think that the act of habitually tramping a child about should be an offence; it is not an offence at present, but do you think it should be made an offence?—You mean an offence on the part of the father?

10752. Would you let the father go free and not punish him at all; that is the question?—I think the great thing is to get the child. I think you have really effected your purpose almost when you have got the child.

10753. You would not take the child, unless it had been proved to you that it was being habitually tramped about?—Oh, no, I would not take the child of a working man who was moving from London as I said to Manchester or Birmingham, who casually begs once or twice on the way; I would not take that child away.

10754. Therefore it would be a bad case of tramping about that you would deal with under the Act?—Certainly.

10755. Do you think that that man should go absolutely free, without any punishment at all, and possibly get another child?—If the man is tramping about begging, you can deal with him for begging.

10756. You mean you might catch him again afterwards?—You might probably catch him at the time. If he is a professional beggar, you will deal with him as a beggar and take the child off to the industrial school. For myself I do not think that you want any further power there.

10757. If the parent is considered sufficiently bad not to retain control of the child, you think he should not be punished for the offence of tramping about with the child?—I do not like the idea of creating further offences if you can help it. I think the mischief and evil can be sufficiently dealt with under the present statute.

10758. You have been very kind in your remarks about the justices at petty sessions; you have given them credit for a great deal of common sense which some people do not suppose they always possess?—I have often sat with them, and I must say I have always observed it.

10759. Do you draw any distinction between county magistrates and borough magistrates?—At Bradford I frequently sat with the borough magistrates, and I was always much struck with the shrewd common sense of the justices there.

10760. In a certain borough the magistrates some time ago absolutely refused to give any punishment to casuals brought before them by the guardians for not performing their task; do you consider that common sense?—Well, of course, you must remember in such a large body of men as the magistrates of the kingdom, the unpaid magistrates in the country, you will find some men who do rather eccentric things; you would not expect otherwise; I am speaking of them as a body; I have a great respect for them; I think they are a thoroughly efficient body who do their work well.

10761. But still common sense is a variable quantity, is it not?—I do not agree with those magistrates.

10762. We have had evidence that in similar offences of vagrancy there was an astounding variety in the sentences. I have no doubt all these magistrates in giving their decisions thought they were exercising their common sense in the particular cases?—I have no doubt they thought they were.

10763. You are rather against a minimum sentence for these vagrancy offences?—Yes.

10764. Having regard to the varying decisions of the different benches in really similar cases, would it not be advisable to let them know that there must be some minimum sentence given for the particular offence?—I am entirely opposed myself to interfering with their discretion; I prefer to leave it to them, even at the risk of action sometimes being taken by the magistrates that probably you and I would not approve of.

10765. (*Dr. Downes.*) We have been dealing to a large

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extent with the case of the incorrigible rogue, and it was suggested that he should be consigned to a place of detention or a labour colony, whatever you like to call it. I take it that the longer a man is on the road as a vagrant the more difficult it would become to reform him?—I suppose that the more confirmed he becomes in his habits of vagrancy and wandering and idleness, the more difficult a case it would be to reform.

10766. Incorrigible rather implies that?—Yes, he has arrived at that stage.

10767. I have been thinking of the case of a man who has not reached that stage; would it be of any assistance to the magistrates if there was a possibility of consigning such a man to a place under voluntary management, such as the Salvation Army colony, or something of that sort?—I do not know why the ordinary labour colony to which you are proposing to send the incorrigible rogue should not be a voluntary establishment, subject of course to inspection.

10768. Would you send the man there before he qualified as an incorrigible?—No, I do not think I would.

10769. My point is that the longer you leave it the more difficult the question of reform becomes?—No doubt, but the more certain you are that you have got the right man to go.

10770. But what would be the use of your labour colony if it is only for those men?—You mean what would be the ultimate benefit to the man?

10771. What would be the ultimate benefit to the nation?—Well, you would try and I presume you would get a certain percentage of men to reform; it would depend upon how you carried it on and the sort of men you had, and the instruction you gave them. A certain percentage of them might come out and be absorbed into the labour market and become decent men; they are young you know; they are not old men.

10772. You do not regard incorrigible as necessarily meaning that they are hopeless in the sense of reform?—I use the word incorrigible to designate a class pointed out under the Vagrancy Act of George IV. The word is used in the statute as meaning a man who has been dealt with on two previous occasions and sentenced twice before. I do not use the word incorrigible in the sense that absolutely nothing can be done with him in the future.

10773. (*Captain Eardley-Wilmot.*) If the man has been brought up for begging is he charged by the police with being an incorrigible, or is that point settled by the magistrate?—It is settled by the magistrate after he has gone into the case and heard the proof of the previous convictions. The magistrate then says, "I shall send you to the sessions as an incorrigible rogue."

10774. It is entirely in his hands?—Yes.

10775. A policeman cannot bring a man up of his own knowledge and charge him with being an incorrigible rogue?—He brings him up and charges him with begging; the constable may not know the man's history.

10776. He may or may not?—The constable finds him in the street and charges him with begging only; when inquiry is made, it is found out that he has been convicted before over and over again.

10777. (*Captain Showers.*) Do you not think that if we had a better system of identification we should be able to pick up these incorrigible rogues very much quicker than we do now?—Oh, no doubt.

10778. A man passes on from one county to another and he is convicted probably once or twice in each county, and you know nothing at all about him and he comes up as a fresh man at each place?—That is true. I have not the slightest doubt that men come in to London who are old convicted provincial vagrants, and they pose here as first offenders and get treated as such.

10779. Do you not think that a system of finger-printing these convicted vagrants would be a good thing?—I think it would be a good thing if the expense would not be very great; I do not know how that would be; whether the expense and trouble would not be considerable.

10780. There would be of course a certain amount of delay in having a man remanded; and there would be the expense of sending him back to prison while these finger-prints were being taken?—So many men are now re-

manded for inquiries in the week; it could be done in the week I suppose. I take it that if the man were remanded for inquiries his finger-prints could be taken and forwarded to some head office where they keep the records, and they could be examined easily in the week.

10781. The remand for a week while the inquiry is being made would be a deterrent to vagrancy?—The man of course could not get out into the street to beg during that week. When he comes up for sentence the fact is taken into consideration that he has been already in custody for seven days; the magistrate will say "You will go to prison for seven days," that is fourteen days altogether.

10782. In some cases the magistrate will say, "If you promise to get out of the town I will discharge you"?—I am aware that that spirit of passing him on prevails.

10783. It is rather a wrong system?—Of course it is not punishing a man for his offence; it is getting rid of a burden upon the rates.

10784. Do you think that if the police had more to do with the casual wards, that would be a deterrent?—I am afraid you are asking me to go into a subject upon which I have not had very much experience. Of course I only come across these cases in the police courts.

10785. You have a better system in London of identifying the vagrant than there is in the provinces?—We have no means in London of identifying a man who has come from a distance; if a man comes, say, from St. Albans, we should not know him here. Supposing he has been convicted and sent to gaol in St. Albans for begging there; he arrives in London and is brought up before a magistrate who asks "Anything known about him?" "Nothing."

10786. In the provinces the vagrants are more on the move?—Of course we have numbers who remain about London. They haunt the West End of London. To show you how the vagrants haunt that part of London I may tell you that we have at Bow Street, with one exception, the largest number of vagrants—330; at Marlborough Street, however, they had last year 1,208; there is no court like it, but of course "where the carcass is," etc. That is why he is caught in the Marlborough Street district. You will find him right in the centre of the West End, the wealthy part of London. The next is Bow Street, and then there is a considerable fall. Bow Street includes a great number of theatres and the neighbourhood of the House of Commons.

10787. You are aware that in the provinces a man wishing to get, we will say, from London to Ipswich, directly he gets out of the Metropolitan area and into the county of Essex commits some small act—breaks a window or something—and he is run in; he is sent to gaol at Chelmsford for a few days, and then that gets him nearly twenty miles on his road to Ipswich; and he does the same thing when he gets into Suffolk?—Yes; it is only another illustration of the mischief of short sentences.

10788. (*Chairman.*) You have suggested that the man should be sentenced in the case of a light offence to the rising of the court, and I suppose that if his second offence is trivial he might have the same sentence imposed the second time, but in each case, whatever the sentence was, that sentence would be recorded?—Yes.

10789. Instead of letting the man go free altogether, there would be a record of that sentence; and if it could be accompanied by some other means of identification, finger-printing or otherwise, it would be useful?—I do not suggest the second sentence need be a heavy sentence. It may be that the second case is a trivial matter and is so surrounded with excusing circumstances that one might think a day sufficient for it. It is recorded; he is then convicted as a rogue and vagabond as distinguished from an idle and disorderly person.

10790. He would get the warning of the court that the third offence might lead him to be considered a rogue and vagabond and sent for a considerable period?—Yes.

10791. Have you anything further you would wish to say?—Perhaps it might interest the Committee to know that I have got out the average age of the vagrants convicted at Bow Street, and I find it is thirty-six and a half years.

10792. Can you say what number would be of the class of old and absolutely helpless men?—I could not tell you; I have not got the figures here, but there would be a certain number of them absolutely helpless old fellows.

Mr. FREDERICK GOWLAND HOPKINS, M.A., D.Sc., M.B., F.R.S., and Mr. HORACE FLETCHER, called; and Examined.

10793. (*Dr. Downes.*) Dr. Hopkins, you are Reader in physiology at the University of Cambridge; and Mr. Fletcher's interest in the economics of dietary and in the recent researches in the United States of America is well known?—That is so.

10794. In your official capacity you have given considerable attention to questions of dietary from the physiological point of view?—I have.

10795. Will you be kind enough to give us in popular language the main outlines of the questions that we have to deal with. I think perhaps if you were to explain to us the chief constituents of food and their different roles, that would help us as a commencement?—The actual purposes served by the food stuffs in the body of a man are first of all the repair of broken down tissue, and secondly the supply of actual energy for the internal and external work that the body may be called upon to do. These two needs are supplied by three basal food stuffs, proteids, that is nitrogenous food stuffs, the fats, and the carbohydrates.

10796. The last named being chiefly starches and sugars?—Yes. As regards the supply of energy all these classes come into account. One may or may not be more efficient than another—and this is a point that may come up later—but all can supply energy to the body. On the other hand, proteids alone can serve to repair the tissues, and therefore the proteids have to be considered as a quite special class of food stuffs, and it is in connection with the proteids that the more complex questions arise as to the optimum quantity that the body should receive, and as to the precise way in which the proteid is dealt with. Scientific views have changed a good deal as to how precisely the nitrogenous food stuff is dealt with after it is taken into the body. At the earliest stage of what may be called really scientific information on the subject, the two classes of food stuffs were held to be dealt with on different lines in the body. Liebig taught that the proteid could only have one fate, namely, to be wholly and entirely built up into the living tissues, that is to say that any proteid which was dealt with could not be broken down again, and final products could not themselves be got rid of until they had formed an actual part of a muscle or other living structure. Liebig's conception was that other food stuffs, the fats and carbo-hydrates, were dealt with, so to speak, on a lower plane, those could be burnt direct, and supply heat and power of work—energy; but the proteid had this special fate, that it must be built up before it could be utilised and serve as the sole source of muscular energy. In Liebig's view that was a very prominent point, that the proteid and the proteid alone could serve as a source of mechanical energy. That view exercised a wide influence, but it became modified as soon as actual quantitative studies of the excreta in relation to food stuffs became possible, and at a later stage, beginning about the sixties, the point of view was rather this, that the essential use of the proteid was repair, and perhaps repair only; that the fats and carbo-hydrates could supply the source of muscular energy, mechanical energy, just as readily and perhaps more readily than the proteid. Therefore, with that view, while the proteid is an absolutely essential food, because the body is always needing repair, the quantity of it that is actually necessary becomes less certain, because it has no special function over and above that of the fat and carbo-hydrate as a source of muscular energy. So with the change of view, there came some uncertainty as to what was to be looked upon as the optimum amount of proteid, although there was no doubt that a certain minimum was absolutely essential. That view, modified more or less, has held the ground largely for the last forty or fifty years. I ought to mention that a very prominent teacher of chemical physiology at the moment, Professor Pflüger of Bonn, is in a modified way inclined to return to the view of Liebig, in this sense, and in this sense only, that he looks upon proteid as a preferential food for all purposes, and this will bring us quite to the heart of the difficulties that will have to be discussed. According to Pflüger then, the proteid is a preferential food. The muscle is not compelled to use it for the

purposes of producing mechanical energy, but it is more efficient, more advantageous, and a preferential food stuff for the purpose of muscular work. In that view I ought to say, Pflüger largely stands alone, although he is an authority to whom a great deal of respect is due. Quite the most recent work that I expect we will deal with to-day is not compatible with that extreme view of Pflüger. One has to admit of course that there is a great deal of conflict of opinion here, but it is possible more or less to reconcile the facts and bring them to order. The most recent experimentation which we will have to deal with to-day has brought us to this probability, that when the nitrogenous food stuff is absorbed, so far as it is not used for the purpose of repair of tissue, and that is probably quantitatively something small, it is not stored as proteid, but the nitrogen is eliminated through the kidneys at the moment of absorption, and the main part of the substance of the proteid is stored as non-nitrogenous material. If that view is correct, you will see that except for the purpose of repair the proteid is to be looked upon as merely in line with the fats and carbohydrates, and the question arises as to which of those is really the best for the purpose of energy production and for maintenance of temperature of the body. It is clear that we have as yet no settled theory of nutrition, and the optimum conditions must be determined by direct observation. In the endeavour to get at what may be called the normal nutrition of man, the normal dietary, three methods have been adopted. First, what may be called the statistical method, that is to say, to assume that what is customary is best, and to get, on statistical lines, what has been customary, what have been the habits of the various classes of the community in the matter of diet; we have many very exhaustive studies on these lines. Another method, which I would call the first experimental method, is that a man should be actually studied, with suitable apparatus, as a working machine, and the balance drawn between income and outgo of his food stuffs representing fuel, and of the work he does, the heat he produces, and of his excreta; and it should be ascertained exactly how much that individual man is utilising for the needs of the moment. A third method of experimentation is rather to vary the amount of diet taken, and vary the proportion of its constituents, and observe the effect upon human efficiency and health. Those three methods really almost exhaust the lines of approach to this problem of obtaining information as to what is to be looked upon as the optimum ration. Before discussing these three methods, which I can do I think briefly, I would like to define the method usually adopted of measuring the total energy contained in the food stuffs. We usually employ, as a convenient measure, a unit called "calorie" which represents the amount of heat involved in raising a kilogramme of water one degree centigrade. By stating their total energy-value in calories, one can compare the value of the dietaries we have to deal with. First of all take the dietaries obtained by the statistical method. The difficulties in the path of the statistical method, here as elsewhere, are first of all a certain difficulty in getting really accurate data; and secondly the difficulty that one has to admit somewhat of an assumption that the customary practice is the optimum practice. I might be allowed for instance to illustrate that, I think, in this way, without prejudice. Suppose one wanted to determine the optimum, that is the normal and proper dietary, by the statistical method. Half a century ago, if we were to choose the more wealthy classes and the more intelligent classes as a standard, it would seem that a certain, not very small, ration of alcohol would be looked upon as essential, whereas I think it must be admitted that the actual value of an alcohol ration so determined by statistical methods may be much too high. That seems to me a legitimate way of illustrating that, even in the question of the basal food stuffs, proteids, fats, and carbo-hydrates, the statistical method is not necessarily an indication of the optimum. But still, from the difficulties with other methods, and the undoubted value of experience, a great deal of attention has been, and is rightly, given to statistical dietaries

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The result of the experience and the information offered by statistics can be very fairly summed up in the familiar table which was supplied by Carl Voit, of Munich, because his dietary has served as the basis for considerations of dietaries all the world over, and it is interesting to find that if one takes a very large number of statistical studies all over the world, the average tends very much to approximate to Voit; and more recent studies of this sort made in America, especially amongst the professional and well-to-do classes, on the average tend to approximate to the Voit standard. In America there is a slightly higher fuel value, though they do not depart very greatly from the Voit standard. That standard was this, that the gross dietary should contain about 118 grammes of proteid, 56 grammes of fat, 500 grammes of carbo-hydrate (sugar and starch), and that the amount of energy that could be extracted from the diet should be represented by some 3,000 calories. For the moment I need go no further into the data obtained from statistics. The experimental method in essence clearly makes for greater accuracy, because everything can be carefully measured, weighed, and the whole balance carefully struck. The difficulties and objections to it are these, that it is extremely difficult to extend an experiment over a sufficiently long period, and for the most part the studies of this question on experimental lines have been too brief to be wholly satisfactory, because it is clear that to obtain good information as to the effect of a given dietary a comparatively long study is requisite. I mentioned that one line of experiment consisted in using suitable apparatus and obtaining a balance sheet, and seeing, in other words, exactly how much material of each sort, and how much fuel energy in the total, a given man under given conditions is utilising. For experiments of this sort of an important kind we have had to look to America. The experimentation is extremely expensive, the apparatus required is very expensive, and the details for carrying out the experiments are expensive too, and so far only in Middleton, Conn., more or less under the Agricultural Department of the United States, and under the influence of Professor Atwater, have experiments really wholly satisfactory, from one point of view, been done. In these experiments, which one may speak of as Atwater's, men actually lived for some three or four days, more or less, in a small but practicable room, which was a respiration chamber, so arranged that the total products given out from the lungs could be collected and measured, and was at the same time a calorimeter, that is to say an apparatus in which the total heat given out by the human body could be measured with accuracy; if, in addition to these two factors, the diet is carefully analysed, its value in proteid, fat, and carbo-hydrate known, its fuel value in calories known, and lastly the solid and liquid excreta analysed, then you have all the data for striking a balance sheet and determining exactly what has gone on in the body of the subject of the experiment. It is somewhat of a tax upon any one to spend any large time in this chamber, whatever may be his scientific enthusiasm. Mr. Fletcher, who is here, has passed some days in that chamber, and he can speak on the point. For that reason the experiments are rather few; in all they amount to some fifty, I think, but I would not like to speak definitely as to that. They have been carried out on only very few individuals, perhaps eight in all, a very small number for such an important question. But, briefly, what was found in Atwater's chamber was this, that neglecting the actual diet given, and attending to the actual breakdown that occurred in the body, that is to say, the amount of proteid, carbo-hydrate, and fat which was used in the body, and the total fuel value, Atwater found higher figures than have been accepted as normal, and as a result of those experiments, few as they were, Atwater was led to advocate a higher fuel value, a higher proteid value, than the accepted values based upon Voit's table. For instance, he found that a man at rest within this chamber—the rest was as complete as possible—utilised 107 grammes proteid per diem, and of calories some 2,260; Voit's figures were, it should be remembered, supposed to cover average work. I take it that I may discuss these figures in grammes; if one remembers that the Voit standard is 105 grammes proteid and 3,000 calories, it is easy to compare the figures.

10797. We had better say grammes if you are speaking of the one measure?—Thank you.

10798. (Mr. Simpson.) You were speaking of one day?—One day. These figures do not refer to the diet given; of course that was also measured to see if the body was actually gaining or losing. These experiments measured what actually was broken down, not only what was given. If the diet was deficient the body itself suffered. The utilized proteid then on the average, with men resting, was 107 grammes, the calories 2,260; if this is expressed per kilo. of body weight, which is more satisfactory from some points of view, we find of proteid 1.54 per kilo. of body weight, and for calories 2.5 per kilo. of body weight. As soon as work was done in this chamber, by a man doing measured work on a bicycle, the demand both for proteid and for fuel value in the diet apparently went up to a very marked extent, and the results of these chamber experiments led Atwater to put the figures on this sort of level: with very hard work as done in the chamber—a man actually bicycled for sixteen hours out of twenty-four—for such employment as that he required 175 grammes of proteid and 5,500 calories; a man on hard work, work which it is perhaps fair to speak of as something comparable to hard labour in the ordinary accepted sense, utilized 150 grammes of proteid and 4,150 calories. A man with quite moderate work required 125 grammes of proteid and 3,400 calories, which is beginning to approximate to the Voit standard, but is distinctly above it. So much then for the most accurate information which we really at present possess as to what amount of foodstuffs may be actually broken down in an individual case. These chamber experiments do yield interesting information, extremely interesting to the physiologist, on the lines of showing what in any particular man can be utilised in the body under different conditions, but I venture to suggest that experiments of that sort do not give any indication as to the optimum, and for this reason: the human body naturally strives always to come to an equilibrium if the diet be in excess, and gets rid of both energy and actual substance; it gets rid day by day of what is supplied to it day by day, therefore if one deals with an individual whose previous habits have set him to a certain height of metabolism, one would be sure that, if supplied with the same amount of material in the dietary in a chamber, such as this used by Atwater, one will find the material broken down. I think we have not sufficient to justify us in concluding that this high standard which comes from Atwater's results is an optimum standard, because, as all those who work in this chamber admit, the conditions were anything but favourable for hard work, apart from the fact that the subjects chosen were folk already employing by habit a very high nitrogenous value, and very high calories in their diet. We now come to experimentation of the other sort, namely, where the diet is varied in quality and quantity, and the actual efficiency of it as a standard tested by its effect upon health and bodily efficiency. A large number of experiments of this sort exist in the literature, especially as carried out in Germany twenty-five or thirty years back, or longer, by Voit. But none, although they give interesting data, have been carried out for more than a comparatively brief period, let us say of a week. Now to anyone who considers this question candidly, the information obtained as the result of a week's study is not in itself of great value. Quite recently, within the last two or three years, work has been carried out by Professor Chittenden of the Sheffield physiological school, Yale, work originally stimulated, I might say, by the enterprise of Mr. H. Fletcher who is here, and aided by the American Government and by grants from various research funds available in America. The new feature of this experimentation is this, that it was extended over periods which are so long that they put the value of the evidence, I take it, on quite a different plane. I should like to mention briefly the points brought out by this work of Professor Chittenden. The experiments were carried out upon three quite different types of individuals: first upon five professional men, either scientific men at work in laboratories there, or men associated with the departmental work of these laboratories; secondly, upon a squad of soldiers, thirteen in number, of whom eleven carried the experiment right through. These were volunteers from the United States Army Hospital Corps, and they were of course well under control, and the whole conditions of

their diet could be thoroughly well studied. Lastly, and these seem to me to be important from the point of view of the present inquiry, there were a group of trained athletes who during the experiment continued in training, and many of them engaged in athletic contests as before. First of all I would like just to mention what happened to the first group; merely to give you an idea of the extreme reduction in the diet which can be carried out with apparent efficiency and health. Professor Chittenden himself, from November, 1902, to June, 1903—some eight months, a period of preparation, gradually reduced both the fuel value and the proteid of his diet, and during this period, although not a heavy man, weighing some sixty-five kilos—or about ten stone—he lost some ten per cent. of his weight, but from June, 1903, onwards, that weight remained strikingly constant at its lower value. Now from October, 1903, to June, 1904, that is for a period of nine consecutive months, separated from the preliminary period at which the diet was already at a low value, his whole income and outgo was carefully studied, and Professor Chittenden remained during those nine months on an average of 35.5 grammes of proteid, and on a calorie value of a little over 1,600. In other words, he was on rather more than one third of the Voit standard for proteid, and only rather more than one half of the Voit standard for fuel energy. Professor Chittenden throughout this time was, needless to say, not doing hard physical work, but he was organising the whole of this research, and had academical and other duties to carry out at the same time; he was in no sense loafing. These then are extraordinarily low figures. Professor Mendel, a colleague of Professor Chittenden, is in some sense even a more striking case. He was a heavier man, and although he too lost weight when he first reduced the value of his diet—he went down to seventy kilos, that is to say just eleven stone, and remained at that with great steadiness during the period of some seven and a half consecutive months. He metabolised of nitrogen only 6.5 grammes representing some 40 grammes of proteid, and his diet had a calorie value of something like 2,500. Professor Mendel on those low figures remained in perfect health, and his work was of a probably good deal more arduous character than that of Professor Chittenden, since he carried out practical work day after day continuously in the laboratories, and had other duties of a multifarious sort at the same time. I only mention these two instances to give you a sort of idea of the extreme reduction which occurred with apparent efficiency. The soldiers during the period of five consecutive months metabolised daily from 53 to 59 grammes of proteids with a calorie value of 2,500 to 2,800. The athletes metabolised during a period of five months 55 grammes of proteid a day and with a calorie value which was in all cases something like 2,500. A word as to the results of this treatment upon the men themselves; the efficiency of the soldiers was carefully studied by, first of all, their behaviour in the gymnasium, which was looked upon by good authorities there as a good test. What came out was this, that these men in spite of being on this very low diet were able to be efficient in the gymnasium, and to improve greatly in training. That I take it is a very important way of looking at this question, that with the low diet there was a capacity to raise their bodily standard. They showed a daily improvement in their efficiency, and in their ability to carry out gymnastic exercises requiring both nerve and skill. The athletes were tested in the same way, but as they were already necessarily highly efficient in that connection a further test was made, and it was found that quantitative investigations into the actual muscular strength showed a continuous improvement and a large improvement by the end of the period.

10799. (*Dr. Downes.*) Their strength was measured in the gymnasium, and the totals summed up?—The totals summed up, and it showed a marked improvement. (*Mr. Fletcher.*) And when they started they were supposed to be in the pink of condition, ready for the contests of the year; they were taken at the height of their training.

10800. But notwithstanding that there was a still greater increase in their efficiency as tested in the gymnasium?—From 75 to 100 per cent. in the actual measurements of their strength. (*Dr. Hopkins.*) The indication of these experiments goes to show then that the Voit minimum standard of proteid of 105 grammes or thereabouts per

diem can be greatly lowered, even to half, or perhaps more without apparent harm, without apparent loss of efficiency, at least so far as experiments over the length of time I have mentioned would indicate. Now it seems to me of considerable importance that we should have still later information as to the subjects of those experiments, and of that I have no official information, but at second hand one hears that the habit made in these experiments has not altogether, if at all, been lost by individuals; they all speak now for a preference for this lower dietary; but I would prefer, if you should be willing to hear him, that Mr. Fletcher should speak as to that, because he has first hand and more recent information. I should like to say myself of this work that first of all there is not the slightest doubt about the actual experimental data; all precautions were taken to ensure accuracy, the processes used in analysis were beyond reproach, and every detail that foresight could suggest was carefully attended to. Our information from these experiments is that for periods of several consecutive months men can maintain, after perhaps a preliminary loss, their body weight, and remain efficient muscularly, with a sense of well-being as regards their health.

10801. To sum up what you have told us about the dietary standards, may I say that what we call the Voit standard, which has dominated the preparation of dietaries up to the present time, was really drawn from the experience of people who were more or less free to choose their own dietary?—Yes.

10802. And that the Atwater experiments were conducted under conditions which were very far from natural conditions?—Undoubtedly.

10803. Then we come to the third kind of experiments of which Professor Chittenden's has been the chief; the men experimented on, I think, lived under fairly natural conditions?—(*Mr. Fletcher.*) As natural as the necessary control would permit; in the case of the soldiers, for instance, there was the necessary surveillance.

10804. The dietary was fairly varied?—That is a great feature; the dietary was varied and they had great choice.

10805. The professional men and the athletes were under perfectly natural conditions; it was necessary to keep the soldiers under surveillance?—Consequently there was more or less the monotony of the restraint.

10806. They were more or less under restraint?—That is so, they were not permitted the freedom to go from under observation.

10807. But the other classes were under natural conditions?—Yes.

10808. With the exception that the dietary was carefully regulated and measured?—Yes.

10809. But it was a varied dietary?—(*Dr. Hopkins.*) Yes, there was a wide choice.

10810. Have you looked at the dietary at present enforced for casuals in this country?—Yes, I have carefully looked into it, and I have calculated its calorie value.

10811. First of all, it gives certain alternatives; a man may have simply bread, or he may have gruel, or he may have soup?—Yes.

10812. And those alternatives differ in their nutritive value, I think?—I have calculated the calories for the lowest possible combination of those alternatives, and for the highest possible combination.

10813. Now what do you think of the lowest?—The lowest possible combination would give 53 grammes proteid, and 1,663 calories. It is somewhat of interest to notice that that approximates very closely to the actual dietary of Professor Chittenden himself, and perhaps in view of his experience one would be less horrified at figures of that sort than one would have been without Professor Chittenden's experience.

10814. I understand the bread is the lowest?—This is the lowest possible combination of the three alternatives—53 proteid and 1,663 calories.

10815. Is that taking the three meals, breakfast, dinner, and supper?—That is taking breakfast, dinner, and supper, and in order to get the lowest possible combination I took the lowest breakfast ration and doubled it, on the assumption that they have the same for breakfast and supper, and I added to that the lowest value given for dinner.

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10816. (*Mr. Davy.*) What was that—six ounces of bread, or eight ounces of bread?—The lowest is the third alternative—bread six ounces, broth twenty ounces, which gives .43 proteid, .6 fat, 3.41 carbo-hydrate.

10817. (*Captain Eardley-Wilmot.*) Is eight ounces of bread then of more value than bread and broth?—Apparently; after calculating the value of the combination given.

10818. (*Dr. Downes.*) Could you tell us what it comes to in the case of a casual pauper who remains for one night, and only gets the lowest supper and breakfast; what would that work out to?—I am sorry I did not actually work that out.

10819. It would be simply sixteen ounces of bread?—Sixteen ounces of bread gives exactly 1,200 calories, and 35 grammes of proteid. The highest possible combination of the three meals gave 85 grammes of proteid, and 2,230 calories.

10820. Sixteen ounces of bread is what the tramp who simply comes in for supper and remains for breakfast, and is not detained, might get as a minimum under the Order?—Yes.

10821. Assuming that he does not supplement that in some way, do you consider that a sufficient dietary for a man who has to walk ten or twelve miles?—Very far indeed from being sufficient.

10822. Then take the minimum dietary for the whole day, including the dinner, 53 proteid and 1,663 calories, that is the whole day's meals; what should you say as to that for a day's work?—Having regard to the fact that you speak of the lowest value of the whole?

10823. The lowest value of the whole three meals; breakfast eight ounces of bread, dinner six ounces of bread and a pint of broth, and for supper eight ounces of bread; that I think works out to 53 proteid and 1,663 calories?—Yes.

10824. And the question is how far that may be regarded as sufficient for a man doing a fair day's work?—Well, I think, myself, it is decidedly much too low.

10825. (*Mr. Simpson.*) It is as much as Professor Mendel had, is it not?—Professor Mendel was above that figure in calories; he used on the average something like 2,400 to 2,500.

10826. (*Dr. Downes.*) There is this difference between the tramp and Professor Mendel, that Professor Mendel was not limited to bread and water for breakfast, and bread and water for supper, and bread and something not much different from water for dinner?—On the contrary, he had great choice.

10827. Is there not a great deal to be said for variety?—I believe it is of great importance.

10828. Then the tramp, as compared with Professor Mendel, is at a distinct disadvantage?—Yes. His diet compares not unfavourably from a quantitative point of view with that of Professor Chittenden himself, but one cannot take it that the actual calorie value of the work done by Professor Chittenden is anything like as great as the average casual would be called upon to do. (*Mr. Fletcher.*) You do not realise that Professor Chittenden is one of the most active men that I know of living. (*Dr. Hopkins.*) Still, I think a laboratory life does not mean in actual foot pounds of work done anything approaching the eight hours' stone breaking and the like. (*Mr. Fletcher.*) No, perhaps not.

10829. (*Mr. Davy.*) But that diet for the tramp is only for one day; he might go out the second day and pick up a large amount of calories?—Yes.

10830. (*Captain Eardley-Wilmot.*) Does the size of the man affect the matter at all?—It should be taken into consideration in any accurate estimation of the optimum diet; this should be expressed per stone of body weight.

10831. (*Dr. Downes.*) And this as a hard and fast measure for every tramp might be still more inefficient for the big tramp?—Beyond all question. (*Mr. Fletcher.*) That does not always follow; the rhythm of metabolism is different.

10832. Have you anything more to say on the general question of the dietary standards; I am thinking of Professor Chittenden's work. For example, it has been said

that a man who is run down in proteids may not have the resisting power if he is overtaken by disease at some future time. I do not know whether there is any valid evidence for that statement?—I think there is no evidence on the positive side whatever. It is, of course, a question that everyone would feel he would like settled. These experiments teach us that the work can be done and people can feel perfectly well upon that level of dietary, but one would certainly like the further experience of how far the resistance of these men to disease and the like is affected. The best evidence that we have available is in the fact that some of the subjects of those experiments have maintained these habits now for an extra year under all sorts of conditions, and have maintained their good health.

10833. And they have maintained these habits of their own free will?—Of their own free will, so far as they have been followed apparently.

10834. Although they might have gone back to their previous mode of life, they have preferred to stick to the standard they have tried?—Yes.

10835. Then another thing that has been urged is that the man who takes the low proteid dietary is deficient in energy, I do not mean energy in the sense of force, but in quickness of appreciation and activity of mind and body?—I hold strongly that whatever these experiments of Professor Chittenden may have failed to prove, they certainly have proved that that is not so.

10836. I was reading recently a text book in which the Japanese dietary was commented on and the note was added that these nations were deficient in energy: I do not know whether recent history has thrown a new light upon that?—I applied to the Japanese Embassy for the purposes of the present occasion, but they were unable in the short time to supply me with what one would have very much liked to have known, namely, the present fighting ration of the soldier. I have here the dietary of the Japanese Navy up to 1898, and it is of some interest to observe that in 1890 they for the first time instituted what is practically a canteen system. I might read to the Committee the footnote to the dietary:—"The decrease in the amount of food since the year 1890 is due to the alteration of the food regulations in April of that year and also to the fact that according to the revised regulations, when members of a table company exceed five in number they are allowed to receive per every five members (this number was altered to 10 in 1898) one man's allotment in money with which they can buy whatever food they like, and this food is excluded from the table." In another report they speak of the favourable influence of the canteen system, but apart from that added quantity which the men buy it is rather remarkable to find that the ration that is given for the year 1898 was 171 grammes proteid, 30 grammes fat, 540 grammes carbo-hydrate and 3,200 calories; but, of course, it is quite certain that high values of that sort are not the Japanese ration in the proper sense. There is a selected ration for the sailor; presumably that is much higher than the average normal Japanese ration.

10837. The ration of the Japanese peasant who is called up as a reservist is a very different thing to that?—Very much lower, I think, but it is very difficult to get really accurate information about it.

10838. Then whatever might be said as to the risks of a low proteid dietary, I take it from you there is no positive evidence?—There is none at all, but we cannot even now be said to know what is the minimum limit for permanent safety.

10839. There is no doubt whatever, I think, that an excess of proteid dietary leads to certain dangers from products of that excess; for example, the danger of an excess of uric acid is known to every one, I think, and uric acid is not the only product?—No; I believe it is a very important point that of the substances produced in the body in the course of metabolism those which have really been proved to be deleterious have almost without exception been proved to be nitrogenous. Now a nitrogenous breakdown product, be what it may, can only arise from proteid.

10840. (*Mr. Davy.*) Which is, roughly speaking, the meat?—There is a vegetable proteid too. On that

point one cannot distinguish. The case of uric acid which is so familiar is rather exceptional. That is in the main a meat product. It does not arise from a pure proteid metabolism in the body; that is a point which I think has been thoroughly established of late years. For instance, white of egg, or a pure proteid of that type, does not increase uric acid, but the more complex proteids found in the animal cells are really specially responsible for the increase of uric acid; but although that substance stands a little by itself in that respect yet all substances produced in the body which are known to be deleterious have been shown to be nitrogenous, therefore it seems a fair assumption to say that if the optimum level of proteid can be found, that is, if the minimum efficient level of proteid can be found, anything above that is undesirable.

10841. (*Dr. Downes.*) And proteid is also an expensive food as a rule, as compared with carbo-hydrates?—Weight by weight very much more so.

10842. So it is not only a costly food to take to excess, but from what you have been telling us, it may be a dangerous food to take to excess; a man can get rid of a good deal of waste, but there is a limit to the waste that he can get rid of?—I should not like to put it quite like that. We do not store, even with a very large dietary, to any large extent.

10843. I should have added, without injury?—Precisely; with the necessity for dealing with more than is that optimum comes the liability to abnormal products which may be injurious.

10844. Certain portions of the body, the kidneys and so on, may be strained in the endeavour to get rid of this excess of proteids in the dietary?—Exactly.

10845. If you can hit upon what is really the best amount of proteid to give to the tramp we should not only save cost of waste, but it would be to the benefit of the tramp himself physically?—I think one is justified with the present position of things in saying yes.

10846. You may have some difficulty in inducing him to believe that?—Quite so.

10847. (*Mr. Davy.*) The nuisance of uric acid is that it causes gout?—That is one effect.

10848. If we reduced the proteids we might get rid of gout amongst the vagrant class?—I am not prepared to say that that would follow from reducing the proteids still further.

10849. (*Dr. Downes.*) Assuming there was some place of detention for the vagrant class where they could be kept for a number of years perhaps to be taught habits of industry and to be induced to work, would you be prepared to give us any suggestion as to the kind of dietary that might be adopted; I am assuming that there would be a canteen system whereby a man who worked well and hard could earn certain tokens or marks by which he could supplement his food?—I have carefully calculated with accuracy so far as the data would permit, and certainly with very close approximation to the truth, the calorie value of Dr. Edward Smith's dietary for the able-bodied man to which you called my attention, and I find that the actual calorie value of the dietary is probably 3,200; certainly it is above 3,000.*

10850. That is a dietary which was drawn up by Dr. Edward Smith some forty years ago for certain workhouses in his district; it was adopted in a number of cases?—Might I also say that the proteid contained in this dietary on the average per day is 85½ grammes; although it is only 80 per cent. of Voit's standard, in view of this later evidence one is much inclined to say that it is quite ample.

10851. The proteid value is 85 against Voit's 118, but in view of the later evidence you would be prepared to advise that the 85 was a sufficient standard for the particular purpose?—Certainly. (*Mr. Fletcher.*) I was at St. Louis at the exposition at the meeting of the Scientific Congress, and Professor Atwater was the chairman of the Department of Chemical Physiology in which this question of dietary was considered. Nearly all the papers were occupied with that subject and Professor Atwater introduced two papers by men who are working with him in the agricultural experiment station to

show that they got better efficiency in two groups, one a college group and one a labouring group, at 85 grammes of proteid than on the Voit standard; so it appeared that Professor Atwater, from having exaggerated his ideas beyond the Voit standard, was gradually introducing evidence from statistics in America to approach the Chittenden standard and bring the Atwater standard down at least to 85 grammes.

10852. Was that this year?—That was at the exposition last September.

10853. Subsequently to the publication of Chittenden's work?—Yes.

10854. So I gather that Atwater's late work has modified the views which he had obtained from the experimental chamber?—Yes.

10855. And I think you said 85 grammes, which exactly corresponds with the figure settled by Dr. Edward Smith in this country forty years ago?—Yes. (*Dr. Hopkins.*) As to the actual materials forming Dr. Smith's dietary: he gave for breakfast, which was of constant composition seven days a week, one and a half pints of gruel and six ounces of bread; supper varied: four days a week it was one and a half pints of gruel and six ounces of bread; three days in the week eight ounces of bread, one pint of broth, one and a half ounces of cheese. Dinners varied still more, and I think this is a very important feature in the dietary and adds to its value. Dinner, two days a week was eight ounces of bread, one pint of broth, one and a half ounces of cheese; one day a week it consisted of four ounces of bread and sixteen ounces of potato meat pie, the calorie value of which I ascertained from the recipe; on two days of the week it was four ounces of bread, ten ounces of suet pudding and one pint of broth. And working from the recipes given with some care, it turned out to be of a calorie value much that of the Voit standard.

10856. (*Captain Eardley-Wilmot.*) The words "broth" and "gruel" are hardly scientific terms?—By no means, but he has given a recipe; it is very carefully given.

10857. (*Dr. Downes.*) Then I gather that you think that a lower standard of proteid than the Voit standard, but such a standard as the one which you have quoted now, which is the dietary of Dr. Edward Smith, might be safely recommended?—Quite.

10858. And a lower calorie value than that set by Dr. Smith might be taken; could you suggest a calorie value for that particular purpose, remembering that it is supplemented by a canteen?—I myself am not inclined to recommend a lower calorie value for a basal diet for a man under average conditions than somewhere about 3,000. I should like, if I might, to go into that point.

10859. It is an important point?—I take it that in dealing with the diet for men at work, so far as Chittenden's experiments bear upon this, one ought rather to look at the soldiers and the athletes than at the laboratory workers; at least that seems more satisfactory at first sight. Now if one considers the actual calorie value which was given the soldiers, we find that it varied from something like 2,500 to 2,800; at the same time they were on this very low proteid. If one tries to get approximate information as to the amount of work these men were doing during the experiments one finds that they spent one hour to an hour and a half in the gymnasium doing gymnastic exercises, that they were severely drilled for another hour in the day, that they had what we call general duties, which simply consisted in clearing up their own living quarters and so forth, and for one hour, which I suppose must be called brainwork, they had instruction in their hospital duties; but one hour on the gymnasium and one hour drilling may be said to be the limit of their actual hard work. Now that utilised from 2,500 to 2,800 calories. Supposing one puts the figure of a somewhat harder day's work, a hard eight hours' day, at the figure of something like 300 calories energy value (I mean to say the work done will have that value in energy), most data that we have so far to rely upon suggest that the body as a machine has about 20 per cent. efficiency, that is to say that for every calorie value of work done it wants five calories of food stuffs; so that to do those 300 calories value of work the diet ought to be increased, taking the obvious calculation first of all, to the extent of something like 1,500 calories over and above the absolute value of the pure rest diet. Now the soldiers did some work; but supposing

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*Dr. Hopkins writes that on recalculation he finds that the caloric value of this dietary is over-stated in the evidence. It should be 2,800 calories. This reduction, however, does not make him think that the dietary is inefficient as it stands.

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one were to assume—and I think I am not far from the truth—that what they did was not more than one-half of what one has put down as this 300 calorie value, one should increase their diet for the harder work by something like 700 to 750 calories. Well, if one takes their lowest figure of 2,500, on that calculation we arrive at a calorie value of 3,200 for the man doing eight hours' work a day. Now in the case of the athletes one does not find that their calorie value fell much below 2,500. The work they were doing was of a sort calling for great efficiency, but probably reckoned up in foot-pounds it was not as much as what a man will do in eight hours actual labour, so if they utilised 2,500 I do not feel myself prepared to suggest that, upon present knowledge, the calorie value of a diet should be below 3,000.

10860. But that is providing for an eight hours day of work?—Yes.

10861. Say work equivalent to 300 foot-tons, something of that sort?—For that value of work one would not like to go below 3,000 calories.

10862. In the case of the colony, I was rather assuming that the man who did work would earn tokens by which he would be able to supplement his dietary?—Having regard to that I think this dietary of Dr. Edward Smith is more than ample; I feel that strongly.

10863. In settling a dietary for a tramp—a man who is detained in the casual wards—if he has to be detained in order to work for the food that is given to him, it is an important thing to him that the food should be a cheap food; do you agree with that?—Yes.

10864. That is to say, if he preferred a beef steak he would have to be detained for such a length of time to pay for it that the thing would defeat itself?—Exactly.

10865. Could you suggest any simple food not involving much cooking which could be given to the tramp, and especially to a tramp leaving in the morning, which would afford a mid-day meal?—This dietary for the casuals, when one looks at it closely, is specially deficient in fat; in addition to its very low total calorie value it is strikingly deficient in fat. What occurs to my mind at the moment, at any rate, seems to be that the most likely things would be something in the nature of a suet pudding, if that would not involve too much cooking, or some cheap fatty cheese.

10866. There is a question I want to ask you bearing on another point of the matter; if a man is put to break stones would it not make a material difference if he were in an enclosed space or if he were in the open; is not the man at a greater advantage in the open than in the enclosed space?—The supply of air would be unlimited in the open.

10867. I am afraid I confused my question. If a man is doing hard work the more you put him in the open the better, is it not, for him?—Very much, from every point of view, because the moment the carbonic acid rises, as recent experiments carried out by Haldane show, the respiratory mechanism must work harder, and if there be deficient aeration this always involves increased breakdown of tissue.

10868. The worse the ventilation, the greater the disadvantage at which the man is placed?—The greater the disadvantage beyond all question.

10869. (Mr. Davy.) These discoveries as to diet are rather recent?—Within the last two years, really.

10870. That is to say, since the prison and workhouse dietaries in this country were fixed?—Certainly.

10871. Would you say that the discoveries would render some reconsideration of these dietaries expedient?—I think so, decidedly.

10872. From the point of view that if you are keeping a man at the public expense you should not give him more than is necessary?—That is so.

10873. Now, is not the scientific dietary which was apparently adopted by Dr. Chittenden rather uncongenial?—Indeed, no. He had a very great choice; indeed, there was no restriction as to the choice or the type of things eaten.

10874. The ordinary man would want to go back, after a week of that, to his beef-steak and pint of bitter?—The difficulty in eliminating suggestion in these

matters, no doubt, is great; no doubt the soldiers might have wanted this, but the evidence goes to show that they experienced no craving of the sort.

10875. Take the ordinary prisoner or vagrant; he would not look on this diet as a luxury?—Oh, I think on the contrary he would, if he were given what Professor Chittenden had; he would think himself in clover.

10876. It would be a new thing to him and he would not consider it to be in any way a luxury; he would be willing to work for his canteen?—Well, but you must distinguish between the quality of the diet and its actual quantitative value. Professor Chittenden's dietary, which these soldiers had, was of a very tempting sort; there was large choice; all they were asked to do was to keep down to a certain standard.

10877. Do you really believe the ordinary English habitual vagrant would want a diet of this sort?—In quantity?

10878. In quantity?—No, I do not think he would.

10879. He would not come to prison to share the advantage of the diet?—Oh, decidedly not.

10880. That is what I am driving at; might not a man, after he had got the requisite quantity of calorie value, still feel a bit hungry although he had physiologically speaking quite enough to sustain him for twenty-four hours?—I think certainly he would, if he had previously been used to a higher standard, but I think on the other hand his body would rapidly adjust itself. I have not argued for a calorie value so low as that in Chittenden's experiments.

10881. And meanwhile the canteen would come in?—Meanwhile the canteen would come in beyond all question.

10882. (Captain Eardley-Wilmot.) How long would that condition last?—I should say roughly one would adjust oneself to a diet of that sort in ten days or a fortnight.

10883. (Mr. Davy.) The effect of the diet would be this, I take it, that the man would be fed sufficiently for his bodily needs, but that the effect to a man of his previous habits would be somewhat unattractive?—Exactly.

10884. If he felt hungry, he could supplement his need by doing a fair amount of work and buying at the canteen what nature told him he wanted?—I think so, and the opportunity for choice at the canteen is a great advantage.

10885. (Mr. Simpson.) Fourteen days on that diet would be punitive, without doing a man any harm in any other way?—I should like to say definitely yes, but there is this distinction to be made, and I wish to emphasise it; if you propose to get the same values as Professor Chittenden got for his soldiers with ordinary materials, such as bread and oatmeal and the like, then undoubtedly it would be a punitive diet.

10886. But though punitive it would not do him any harm?—I think one may safely say, that with this experience in America, there is no harm to be feared for a diet of that value over, at any rate, a period not exceeding three months.

10887. And, as I gather, you would be inclined to say it would not only do him no harm but it would do him good?—Well, I do not think one ought quite to dogmatise too far. After all we are relying on one set of experiments, and the basal ration would not have the variety or the quality of Chittenden's diets, but I do feel we have real justification for believing it would do him no harm.

10888. (Mr. Davy.) Suppose a man does work which is continuous work but does not involve hard physical exertion, such as sewing mail bags or picking light junk, what calorie value would you give him?—Of course, an accurate measure of that sort of work is very difficult to get.

10889. Would you give him a much less calorie value than you would give a man who was breaking or pounding stones, or lifting heavy weights or digging?—Oh! beyond all question; I should say at least 500 or 600 calories less.

10890. (Captain Eardley-Wilmot.) Having regard to the fact that he is in a cell as against being in the open air?—That is a fact that has to be considered, certainly.

10891. On the other hand he would not be puffing and blowing; he would not be sweating; he would be sitting quietly, picking his oakum?—But he would be in a bad atmosphere.

10892. (*Mr. Davy.*) We cannot presume that a well ventilated prison cell which is supervised by the Home Office contains bad atmosphere?—I think it perfectly fair to say that the difference between working in a cell and working in the open air is so great that it will not only affect the efficiency of the man as a machine, but it might even affect the actual nature of the diet that that man would need.

10893. (*Dr. Downes.*) You cannot ignore the depressing influences also?—Decidedly not.

10894. And there is another point about the cell system: does it not involve having a set ration for everybody; you cannot serve bread in common if the men are in cells, you must have a set ration for each man?—Yes.

10895. You must make that ration sufficient for the big man, or he will go short?—There is the usual difficulty of the set ration; it must be sufficient for every one.

10896. (*Mr. Simpson.*) I understand your view is that if a man is under depressing circumstances he wants more calorie value, or in other words more food than a man who is not in those conditions?—Yes.

10897. (*Mr. Davy.*) You realise that the diet you have given for the casual wards is only for a certain number of days in the week, that the man on the other days goes out and gets what he can?—Of course if one knows that the man was well fed before and after, this diet would offer no danger.

10898. (*Mr. Simpson.*) Do you feel able to offer an opinion on this question; we know that in different countries, say in the North and South of Europe, there is an immense difference in the character of the diet; should you say that was due to a difference in the requirements of people in Italy and in England, or is it mostly a matter of pure habit, that in England possibly one eats too much, or in Italy too little?—I should like to put it this way: I believe the most important factor is habit and custom pure and simple, but I am fully prepared to believe that the optimum may neither lie with the lowest nor the highest, and the information as to the optimum is exactly what we are seeking, and it is towards getting information as to the optimum that experiments of this sort have been done, but as to the difference of diets in different races, I think it is possible a racial factor comes in.

10899. And climate?—And climate. But the more one considers statistics, and the relative influence of climatic and other features respectively, the more do you see it is a question of supply plus habit.

10900. And you think researches are likely to lead rather to abolishing the distinction between one country and another, than to establishing them?—On the whole, I think the optimum diets for European countries would tend to convergence.

10901. (*Sir William Chance.*) As regards the Japanese dietary, is meat used at all, to your knowledge?—In this naval diet it is, but not largely. I believe that a reasonable amount of fish and flesh is eaten by all who can afford it.

10902. Do you consider that for these particular classes of which you are talking now meat is at all necessary: is there any substitute for it which would be cheaper?—Of course weight for weight proteid as supplied in bread, and especially as supplied in oatmeal, is much cheaper than proteid supplied in meat, even allowing for its less availability.

10903. Is it not a fact that in cheese you get a considerable amount of proteid in addition to fat which is necessary?—Yes, very high.

10904. Is not cheese a good diet?—I think it is a good addendum.

10905. Addendum to what?—Well, to food stuffs containing large amounts of carbo-hydrates; it is a good addendum to a diet which is largely bread; that is the common experience.

10906. I am rather looking upon it as a substitute for meat?—Might I, to elucidate the point a little more, call attention to a fact which at present has hitherto only

been looked upon as of academic interest, but which may become of real importance in practical dietaries, and that is the observation of the Russian physiologist Pavloff, that for a proper supply for a normal flow of gastric juice there are two factors of prime importance. The most important one, as common experience might have suggested, being appetite and the actual enjoyment of food. There is a real psychic reflex condition produced always as a result of that sense. But as a second stimulus to the flow of normal juice when the food stuff reaches the stomach, whether this previous flow has occurred or not, there is a local stimulus which is much more specific in relation to the particular dietary. Now so long as there is the psychic stimulus, as Pavloff calls it, and so long as the psychic juice flows efficiently, then it does not much matter about the second stimulus in the stomach, and any diet which happens to be swallowed and meets the psychic flow will be digested. But, assuming a diet not eaten with such appetite, to get it at all digested you must depend more on the second factor. Now the evidence goes to show that specially efficient stimulants in the stomach itself are such things as meat extracts, and that a pure proteid put into the stomach in the absence of an efficient appetite flow would be very indigestible. You put a small quantity of meat extract in and a local flow is produced almost independent of this appetite flow. These facts are somewhat academic, but careful experimentation shows they are no doubt true, and I think they do bring out the difference between a good utilisation of a food, and the efficiency of the stuff as a food eaten under good conditions and under depressing and bad conditions respectively. Bread, for instance, might be an extremely good foodstuff to the healthy man with a full appetite; bread might be a bad foodstuff to the prisoner in the cell, because he lacks his appetite juice; he needs something more stimulating to call forth the local flow.

10907. You have to consider the appetite juice?—You have to consider the appetite juice and the other. (*Mr. Fletcher.*) You do not need to consider anything else if you have the hang of it.

10908. According to that, if I understand it, you would recommend a certain amount of meat to give that variety which would please the appetite?—(*Dr. Hopkins.*) I think so.

10909. That might be in the form of soup?—Perfectly well. There is no question that these broths and soups and meat extracts are very important as an addendum to a diet which is bread and oatmeal principally.

10910. I suppose you are acquainted with Dr. Haig's theory?—Exceedingly well.

10911. He carries his theories to an extreme, I suppose?—Oh, to a very great extreme.

10912. (*Mr. Simpson.*) As a matter of fact meat extract is no good as a substitute for meat?—The energy value of the meat extract is almost nil, but, as a matter of fact, an extract of that kind does promote a strong flow of gastric juice, which is a specific stimulant which a pure proteid—egg white or may be even cheese or bread and so forth—does not produce.

10913. Do I understand rightly that if a man is given meat extract with this food he gets more good out of the other food than he would without the extract?—I think one is entitled to say to that, yes.

10914. (*Sir William Chance.*) Does not that depend a good deal upon his working in the open or in confinement; if a man works in the open he has an appetite for anything that is given him?—Yes.

10915. He might get on without these meat extracts?—Certainly.

10916. (*Dr. Downes.*) A man who is not overfed would be more likely to have the natural appetite which would be independent of those meat juice stimulants?—Certainly.

10917. (*Chairman.*) Have you at all considered what the money value would be of the diet that you recommend; for instance, what would be the value of the daily food for the vagrant?—I am afraid not, sir.

10918. (*Dr. Downes.*) I think you wish to add a few words about the difficulty of what I may call the Chittenden standard on the basis of common cheap foods in this

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country?—That is exactly the point. It comes to this: supposing one wished to take advantage of the desirability or the safety of using low proteids, then if one is to keep up the calorie value at anything like 3,000 the difficulty is, that if one takes bread as the basal thing, or oatmeal or any of the really cheaper basal rations, oddly enough they contain so much proteid in themselves, that by the time you have got your 3,000 calories you have not got very far from the Voit standard for proteid. That is true of bread and it is especially true of oatmeal; to get 3,000 calories from the latter one has to get 100 grammes of proteid.

10919. In order to adjust the balance between the foods of this country you would have to give a certain amount of fat and other things?—In looking into how Professor Chittenden carried on his experiments one finds *e.g.*, that on one particular day—this is more or less an extreme case—a soldier took 3,200 calories and only 49 grammes of proteid. He was taking a large quantity (twenty-three ounces) of cooked potatoes, two and three-quarter ounces of syrup, over two ounces of butter, and in addition to that the more expensive cereals; bread only two and a-quarter ounces. The difficulty which perhaps might be overcome on consultation with men who have practical experience in dietaries would be to get the proteid as low as 50 or 60, assuming this to be correct, and yet give calories as high as 3,000. You would want a basal ration less nitrogenous than oatmeal and bread.

10920. When you begin to give fats you begin to give expensive foods?—Expensive material.

10921. (*Mr. Davy.*) Do you think it is absolutely necessary to get proteid down to a low standard?—I take it that if it really comes to be shown, as is quite possible, that anything above a certain optimum of proteid is

really bad, then will come the time certainly to strive after that.

10922. (*Chairman.*) We have had a good deal of evidence with reference to the mid-day meal that a vagrant ought to have: it is obvious that he ought to have something to eat between the time he leaves the workhouse in the morning and when he lands at the next casual ward in the evening: could you make any suggestion as to what would be the best thing either for him to carry with him or to apply for at some station, in addition to bread?—Taking his dietary as it stands, I feel strongly that there would be benefit, especially in winter, if a little fat could be added to it.

10923. (*Mr. Davy.*) Soft cheese?—Yes, soft cheese: cheese somewhat rich in fat.

10924. (*Chairman.*) You want something palatable and something that would not break in his pocket easily; something a man can take with a certain amount of relish and which will keep him going without making begging a necessity to him?—Dripping on whole meal bread would be too expensive, I think. Suet pudding might do, but I am afraid there would be difficulties in using it.

10925. (*Mr. Davy.*) I think we may say that bread and cheese may not be the ideally best food, but still it would be theoretically defensible, and it would answer practical purposes?—You could adjust the ration of bread and cheese to give just about what is essential to improve this dietary.

10926. (*Sir William Chance.*) Is not that an ordinary mid-day meal of the agricultural labourer; he takes his bread and a piece of cheese out with him and that carries him through the day?—Yes, at any rate in many districts.

TWENTY-NINTH DAY.

Tuesday, September 12th, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P. (*in the Chair*).

Sir WILLIAM CHANCE, Bart.
Mr. J. S. DAVY, C.B.
Mr. A. H. DOWNES, M.D.

Captain EARDLEY-WILMOT
Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Mr. ROBERT J. PARR, Director of the National Society for the Prevention of Cruelty to Children, called; and Examined.

10927. (*Chairman.*) Mr. Parr, I believe you are the director of the National Society for the Prevention of Cruelty to Children?—Yes.

10928. Will you kindly state shortly what the action of your Society is?—Practically, in a sentence, it is to carry out the conditions laid upon us by a charter under which we work; that is, to safeguard the interests of the King's youthful suffering subjects.

10929. When was that charter granted to you?—May 28th, 1895. The exact terms of the charter are "To prevent the public and private wrongs of children, and the corruption of their morals. To take action for the enforcement of laws for their protection. To provide and maintain an organisation for the above objects. To do all other such lawful things as are incidental or conducive to the attainment of the above objects."

10930. You have kindly come to-day to give us what information you can, and to make any suggestions you can, as to the treatment of vagrant children. Now, we find that amongst the army of vagrants, the number of children is extremely small; is that your experience?—Yes, that is so.

10931. I understand that something like 3 per cent. of the whole number of vagrants are children?—With one or two exceptions, possibly that is so; in certain districts

we find rather a larger percentage. In Stafford, for instance, for a period of three months, during which we were able to analyse the statistics supplied by the police, we found the number of child vagrants in proportion to the total number of vagrants was 6 per cent.

10932. Was that a populous district or a rural district?—The vagrants were passing through from the coal fields and the hop districts of Shropshire adjoining.

10933. Were those the children of people who were seeking employment, or of ordinary vagrants?—I should say they were the children of habitual tramps, as we had no information as to the children who were sleeping with their parents in common lodging-houses; they were the children who were with their parents during the time they sought refuge in the casual wards, and the numbers do not affect those other children, of whom there are always a few, who sleep with their parents in common lodging-houses.

10934. That was in Staffordshire?—In the town of Stafford.

10935. (*Sir William Chance.*) May I ask in what year that was?—In 1903.

10936. (*Dr. Downes.*) Do you know at what time of the year the census was taken?—August, September, and October, 1903.

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10937. That would be about the time of the hopping ?—Yes.

10938. (*Chairman.*) Are there any other places where you found there was an abnormal number of children ?—No, I would agree with the statement that 3 per cent. was a fair average, with the exception of this particular instance. As the Committee doubtless know, public attention was called to the enormous number of tramps in and about Stafford, and reference was made in the newspapers to that effect. I can give you the number of tramps passing through Stafford in that period, which led to a very strong resolution being passed by the Stafford board of guardians.

10939. Then this large number of children was accompanied by an abnormal number of adults ?—That was so. Speaking generally, we find from our annual reports that the number of cases of actual tramp children that we have to deal with are comparatively small in proportion to the total number of children that we assist. For instance, last year we had 105,926 children passing through our hands, but we had only 375 cases of exposure for begging purposes and hawking, in which class the vagrant would be included, and the number was comparatively small. We have, I am sorry to say, at the moment, no reports of the actual number, but an abnormal number would be reported to our statistical department.

10940. You yourself would hear of it ?—Yes.

10941. (*Mr. Simpson.*) What exactly do you mean when you refer to 105,926 children passing through your hands ?—These children were the subject of inquiries made by the Society.

10942. Not criminal proceedings ?—No, either complaints of cruelty or ill-treatment, or some sort of neglect.

10943. Fresh cases in the year ?—Fresh cases in the year.

10944. (*Chairman.*) That would rather seem to show that the children of vagrants, or these children you refer to, are not as a rule made use of as instruments of begging ?—I am afraid they are. I shall hope to be able to show the Committee presently that this is one of our great difficulties in dealing with the vagrant class, that the children are of value to the parents in obtaining money as they go about the streets.

10945. Then you will deal with that particular point a little later on ?—If I may.

10946. Have you yourself formed any estimate of the number of vagrant children in England and Wales ?—No. I should like later, if I may, to give the Committee the outline of a scheme that we have had in hand for two years, and are just completing, for the purpose of obtaining an accurate return of the number of children who are constantly on tramp. We have found great necessity for that, and unfortunately, although our statistics are fairly complete, they do not contain that particular information.

10947. I understand you to agree that the ordinary percentage is something like 3 per cent. ?—Yes.

10948. Then from that we might assume what the number of children is ?—Yes ; but our purpose in forming a register would be to endeavour to apply that principle to the Society's work, which, so far has been such a success in dealing with the vagrant class generally, that is, preventing them, by warning in the first instance, and by prosecution if necessary, from tramping their children about in a manner likely to cause them unnecessary suffering.

10949. In what way would you deal with these children ; take the case of a child who is apparently fairly well nurtured and fairly well clothed, but who is being tramped about regularly ?—In the first instance, if the child had manifestly no sign of ill-treatment or neglect, and was well nourished, and clean and decently clothed, we should have no opportunity of doing anything at the moment.

10950. That would be according to the objects of your Society ?—Exactly, our position is simply that.

10951. The question of education, I suppose, does not come under your purview so much ?—No, we have to look after the children who are ill-treated or neglected in a manner likely to cause them unnecessary suffering, and if they do not come under that description we cannot interfere. We safeguard ourselves to this extent,

that we issue to our 200 inspectors a memorandum saying that unless the child does present that particular feature, the inspector has no right to interfere.

10952. Unless he has some good cause to believe that there is some suffering or ill-treatment of the child ?—That is so.

10953. You do not touch the question of whether the child is being deprived of education and so forth ?—No.

10954. You refer to a scheme for registering tramps; that, of course, would include tramp children ?—That is practically the object of it, to secure, if possible, reliable information as to the number of children, as to the routes taken by the parents, and as to their heeding the warnings that are given by the inspectors at various places ; the difficulty, of course, is that if a warning is given to-day to a tramp in charge of children walking through a certain district, it is impossible, next week, to discover if that has had any effect. Under the system which we propose to introduce, we should publish a monthly register, containing the names and descriptions of tramp children, and the officer in the district to which the tramp came would be able to discover on his arrival if he had benefited by the warning that had been given him a month before.

10955. Have you inter-communication with your officers throughout England, to be able to give warning to the officer in another district if a man were taking children there ?—Yes, there is a regular system of inter-communication.

10956. Telegraphic or telephonic ?—Not between the officers themselves, but between secretaries of branches. Each of our officers acts under the direction of an honorary secretary, who is usually a person of some public position in the town, a solicitor or a doctor or some public man, who is responsible for seeing that the officer does his duty. The communication would pass, not between one officer and the other, who might possibly be inclined to neglect the duty, but between the two responsible persons, the honorary secretaries of the branches, one reporting a fact to another, who would see that the necessary inquiry was made.

10957. Well now, what is your opinion as to the number of those tramp children who are subjected to discomfort and cruelty, or anything approaching to that ?—Well, so far as the cases that we dealt with last year were concerned, 375 cases of children exposed for begging or hawking were enquired into, but only six of those were sufficiently grave tramp cases to warrant a prosecution. Taking previous years, the figures for 1900-1 were twelve, for 1901-2 seventeen, 1902-3 twelve, 1903-4 twelve, and in 1904-5 (owing to a more complete system of warning, and to following them up from place to place) only six needed prosecution ; but of course in each of the cases reported to us there was a *bona fide* reason for making inquiry into the condition of the children.

10958. Of those numbers what convictions were there ?—I think I am safe in saying that with very few exceptions during the last five years, every prosecution we have entered against a tramp has been successful. One exception was in Lancaster some three years ago. The conditions under which we proceed in these cases are so grave, as I shall be able to instance to the Committee presently, and the social conditions and surroundings are such as to almost compel a conviction.

10959. I suppose desertion is one of the charges against a parent ?—Desertion and abandonment. I have a specimen case that I can give you on that particular point, the case of a man who with his wife tramped the country with four children ; they left them in various unions as they went along. His boy, aged twelve, was discovered in Preston by our inspector, and it was found then that there were three other children, Emma aged four, Henry aged three, and a baby at the breast, Elizabeth, seven months old, and each of the three older children, Thomas, Emma, and Henry, had been deposited in various workhouses, and abandoned by the man on his progress.

10960. You took up those cases and prosecuted as cases of cruelty to the children ?—Cruelty to the children.

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10961. And convictions followed?—Yes; two months hard labour for both parents.

12 Sept. 1905. 10962. I suppose the man was convicted for desertion?—Under the Act, for neglect and abandonment; that is the term.

10963. (*Sir William Chance.*) Do you follow up the history of these children at all?—Yes, in each of those tramp cases we endeavour, if possible, to remove the children, and to provide for them in some way, either under the Industrial Schools Act, or by adoption by boards of guardians; and if those two instances fail, then by taking custody ourselves, and retaining custody until the children become sixteen, during which time we place them in some school where their defective education can be made up, and they can be taught a trade. So far as possible, where we deal with the tramp we endeavour to provide for the custody of the child, so that he shall not go back to the parents.

10964. What was done with the children when the parents came out?—This particular case is a comparatively recent one; the two children, Emma and Henry, have been left at the workhouse; and the boy aged twelve is now at Preston, and the case is pending for us to make enquiries as to under what authority legal custody could be taken.

10965. I suppose your plan would be to bring the boy before the magistrates and get him committed to an industrial school?—The difficulty of our doing that is, that if we bring the case before the magistrates and ask them to commit, they charge us with the cost of his maintenance, and we hold that it is an unfair thing that while the Act of Parliament has provided that maintenance shall be granted out of the rates, private charity should be called upon to do what is necessary.

10966. Is there power of doing that?—The Industrial Schools Act, in section 14, says “Any person may bring before two justices or a magistrate any child apparently under the age of fourteen years” that comes within any of the descriptions mentioned in the section; and the justices or magistrate may order the child to be sent to a certified industrial school. A circular was issued by the Society to its inspectors as to these cases; we are bound to safeguard ourselves against making an application, because if we did we should be unable to continue our work on account of the enormous increase of the cost.

10967. Could you show me where the words are which would lay the burden of the cost upon you?—There are none; but the magistrates in each case—in three or four cases that we have taken—have held that the person bringing the child before the justices should undertake the cost. I would say that it is taken as a natural thing; they say, “This is a big society, working under a charter; you do a lot of work; if you are interested in these children you must pay for them.” Our answer to that is, that under the Elementary Education Act, 1876, under the Industrial Schools Act just quoted, and under the Poor Law Act of 1899, it is definitely stated that the education authority or the board of guardians shall provide for the maintenance. We, therefore, now proceed by calling the attention, in the first instance, of the recognised officer appointed to enforce the Acts; failing the appointment of such an officer we go to the police; and if they refuse to act, then we approach the clerk to the board of guardians, and sometimes, I regret to say, neither of these bodies will act, and after every other means has been tried the case comes back upon the Society, and if it is sufficiently grave, we are bound in the child's interest to take custody.

10968. (*Mr. Davy.*) Supposing the Society had taken no action at all in the case of those children, the rates would have had to pay for their maintenance?—I am afraid if the Society had taken no action the children would have been still tramping about in their discomfort and misery.

10969. By themselves?—With their parents.

10970. But those were deserted children, as I understand you, who were left behind?—No, the cases we deal with are the children of parents who are convicted for an offence; you cannot take custody of a child until the parent has been convicted under the Prevention of Cruelty to Children Act, 1904; before you can get legal custody the parents must have been convicted of the offence of cruelty against the child.

10971. In the case you mentioned the parent was charged before a magistrate for deserting the children?—Yes.

10972. The children are found deposited in the workhouses, and then you bring the case up before the justices; if they order the removal of these children to an industrial school, you say the justices then make an order upon you for the maintenance of these children in the industrial school?—That is so, if we take the initiative; in a recent case at Spalding we were expected to undertake this responsibility at a charge of 7s. a week.

10973. Well then, the children being in the workhouse when you first take action, they would have remained in the workhouse if you had taken no action?—If you are referring to the two girls—they would certainly have remained.

10974. If you take them out, the rates are relieved?—We are only taking action in the case of the boy we found at Preston; we are not interfering in the case of the two girls; they are provided for in the workhouse and will remain there.

10975. (*Sir William Chance.*) Have the guardians adopted them?—That I cannot tell you. It is quite a recent case.

10976. (*Chairman.*) How many cases have you had of the cost of the maintenance being laid upon you?—Very few, for since our first one or two applications under the Industrial Schools Act we have issued a circular to our officers telling them what must not be done in such a case.

10977. Have you made any representations to any Government Department calling attention to the hardship?—Repeatedly.

10978. And what has been the answer?—We have had every assistance from Scotland Yard in their administration of the Industrial Schools Act, but unfortunately the only thing they can do is to send down to the local authorities and ask them for their observations on the cases; which they make; and these are sent back to us.

10979. Has there been any application made either to the Home Office or to the Local Government Board on the subject?—I think Mr. Waugh, my predecessor, had an interview with some one at the Local Government Board, but as to that I am not quite sure.

10980. (*Mr. Simpson.*) When you say “Scotland Yard” you mean the offices of the Inspector of Industrial Schools?—Yes.

10981. (*Chairman.*) I am afraid we have asked you a good many questions on this matter, but it is very important this mulling of a Society which is trying to do its duty?—It makes it practically impossible, because we are dependent upon public subscriptions, and the Act having provided for these particular cases, it does not seem fair to call upon private charity to provide what the Act has provided for.

10982. (*Mr. Davy.*) Have you any definite proposal for a change in the law?—I should suggest, if I might, that the particular business of enforcing the Act should be put on one definitely defined body. The weakness of the Elementary Education Act, if I may venture to say so, lies in the concluding sentence of section 13. May I read the section? It applies only to children who are suffering because of a lack of education and are of school age. It is as follows—“Where the local authority are informed by any person of any child in their jurisdiction who is stated by that person to be liable to be ordered by a court under this Act to attend school, or to be sent under this Act, or the Industrial Schools Act, 1863, to an industrial school, it shall be the duty of the local authority to take proceedings under this Act, or the Industrial Schools Act, 1866, accordingly, unless the local authority think that it is inexpedient to take such proceedings.” And that is where the difficulty lies. The education authority exclude themselves on that sentence: “Well, we do not think it is expedient; try the guardians.” We go to the guardians; the guardians say: “No, if the education authority will not do it, we will not do it.” And there you are.

10983. Do you think that the refusal of the education authority or the board of guardians, as the case may be,

is in any way affected by the question of the expense of the maintenance of the child?—Certainly, I think so; indeed I am sure. In the recent case we had at Spalding a woman was prosecuted by the Society for continually wandering about with a child and endangering its health. It was a little girl of tender years. The woman was sent to prison and the child was placed in the workhouse. We applied under the Industrial Schools Act to the officer working the Act for the enforcement of that provision; under the Poor Law Act, 1899, the guardians considered the matter and agreed to adopt. They then found that it would entail an expense of 7s. a week, whereupon they refused to proceed with the matter and handed the child back to the mother, after having practically promised to undertake its control, and the child is now tramping the country.

10984. The mother, I suppose, was a vagrant?—Yes.

10985. Not settled in the union?—No. A further difficulty arising out of that was the question of settlement; the case came under the Spalding guardians, and they held that the difficulty was first the question of settlement. They could not identify the regular settlement of the child. I would venture to suggest, if the Committee have not considered it, that that is a point that might be settled by saying that the place of birth, in the case of a vagrant child, should be its place of settlement. It may strike you as being somewhat haphazard, but it seems to work out fairly reasonably on the whole. If it was settled that the place of birth in the case of a tramp child was its place of settlement, it would assist guardians, who are not always unwilling to help but who are sometimes prevented from acting because of the fear of the general outcry as to extravagance.

10986. They think it unjust to their own constituents that they should maintain a child who is not chargeable to them?—Certainly. Speaking frankly, I never object to the decisions of either of these bodies. One has to carry out one's duties as best one can, and where difficulties arise endeavour to get them removed in the legal way. I make no reflections either upon the education authority or the board of guardians, but simply state the difficulty.

10987. Would the difficulty be minimised if the area of chargeability were increased; that is to say, if the charge of these children were made a county charge?—Certainly; I have ventured to suggest further that I would make the application of the Act compulsory, rather than as it is now, provisional.

10988. (*Sir William Chance.*) You are referring to the Act of 1876?—The Education Act of 1876. The sentence that causes us the whole difficulty is "unless the local authority think that it is inexpedient to take such proceedings." If it were made compulsory, it would put on the education authority in each district the responsibility of enforcing the provisions of the Act in the case of every child under school age brought before it. As to the child of a vagrant they could at least order that that child should be sent to an industrial school. And in the other cases, if the charge of the maintenance under the Poor Law Act of 1899 were transferred to the county instead of to the union area, the whole difficulty would be overcome.

10989. (*Chairman.*) The difficulty I have in my mind is as to the power of the court to order the payment of the cost of the maintenance of the child out of your funds?—We have never been able to settle that. We have argued it, but we have never gained our point. We say that there is absolutely no law under which that charge can be made.

10990. Has it ever been pointed out to you under what section that is done?—No, never. I may say that, of course, after the first time or two, when they tried to put the burden on us, we have safeguarded ourselves by moving along the lines of that Act. The Education Act explicitly says "the officer appointed." The Industrial Schools Act says "magistrates may have power to commit." They cannot, of course, commit unless the police bring the cases to them. Therefore we go to the police and say, "Will you take this case to the magistrate;" or to the guardians, in a case under the Poor Law Act, 1899. So that, after the first time or two, when the attempt was made to put the burden on the Society, we have not given them the opportunity of doing it;

we have proceeded along these three lines—the industrial schools officer, the police, or the guardians.

10991. (*Mr. Simpson.*) Are any orders in force now by which you are required to pay maintenance?—I believe we are paying in two cases. I could not be sure as to the actual number. Why I say that is because we have undertaken the legal custody of something like 2,000 children, for which we have been practically responsible. May I just explain one further point, in connection with this question of custody, that is worthy of notice, because the Society holds strongly that the duty of providing for a child is the duty of the parent. That is the root principle on which we work, that we ought not to relieve the parent of the responsibility of maintaining his child. In the ordinary cases of custody, taken under the Prevention of Cruelty to Children Act, we get an order of maintenance against the parent and enforce it. With the vagrant child you cannot do that—first, because you have a difficulty of proving earnings; and, secondly, because you have a difficulty in collecting the money.

10992. (*Sir William Chance.*) The Prevention of Cruelty to Children Act of last year, I believe, gives you no new powers over these children?—Not over tramp children.

10993. The difficulty you have always found, as I understand, in dealing with these vagrant children is that you have to prove an overt act of cruelty?—Yes; or not necessarily that; it might be anything likely to cause the child unnecessary suffering. The failure to provide food would be an offence under the Prevention of Cruelty to Children Act. Further, if a child was fed by a third party, it would still be an offence against the parent. It is not necessary to prove even that the child is not fed; it is sufficient for you to prove that the parent has neglected or abandoned the child and left the duty of feeding it to someone else, or done anything in that manner likely to cause unnecessary suffering.

10994. (*Mr. Simpson.*) It is an offence if a father, say a widower, on tramp with a child, allows it to get unreasonably dirty?—Yes.

10995. (*Sir William Chance.*) Is that so?—If it causes unnecessary suffering; a dirty head with nits in the hair, or failure to wash, causing the child to have bad feet from constant walking, is an offence.

10996. Now, we have had evidence that some of the workhouse authorities work in co-operation with your Society; and in some cases it is the rule that when the workhouse master has reason to suspect that the child is being habitually tramped about and not properly treated, he warns your officer before the parent leaves the workhouse that he is going in a certain direction; then the officer lies in wait, and takes steps if he finds that the child is not being properly treated?—That is so. Speaking generally, public authorities, whether workhouse masters or people in charge of casual wards, and in a wider sense, the police generally throughout the country are in very friendly communication with the Society in all these matters.

10997. In how many workhouses do you think that practice of co-operating with your Society is adopted?—I do not know one in which it is not. Failure to get assistance in any workhouse would be reported to me in the natural order of events by the inspector; and inability to get information as to a tramp child would be reported.

10998. There is a general system of co-operation between the workhouse master and your inspector?—I should say it was general throughout the country.

10999. Do you know it as a fact?—I should say I have known of very few difficulties put in the way by workhouse masters.

11000. Is it at all usual for the workhouse master, when he has reason to suspect that a child is being improperly treated, to notify the inspector?—Yes, certainly it is.

11001. Have you ever inquired as to the number of workhouses who have adopted that practice?—No, I have never inquired as to the number. In many of the very bad cases as we call them, in which persons have been convicted, we have had information in the first instance from the workhouse, which gives something to go upon to enable us to trace the person who is offending.

Mr. R. J. Parr.

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11002. (*Mr. Davy.*) Have you heard that the General Inspectors of the Local Government Board systematically advise guardians to establish relations with your Society?—Yes; and we have again and again given in our monthly organ, "The Child's Guardian," the reports of speeches by Mr. Preston-Thomas in the West of England, Mr. Bagenal of York, and others who have repeatedly advised guardians; I think it is largely due to the Local Government Board Inspectors that we have got the information.

11003. (*Sir William Chance.*) Have you heard that the result of that action being taken is to decrease the number of tramp children frequenting the particular workhouse?—Certainly.

11004. You know that also as a fact?—Yes.

11005. Your Society has no institutions for maintaining these children?—None.

11006. You merely make use of the institutions and homes already in existence?—With the large number of children passing through our hands every year we have a fairly large connection amongst the homes of the country; we have no difficulty provided the child is in good health. We have great difficulty in finding places for children who are feeble-minded, or who are in some other way deficient.

11007. You utilise institutions of other voluntary organisations?—Yes. The Society of course becomes responsible for the maintenance; that is to say, we do not take up the case of a child and then communicate with other institutions and say, "Will you take this child?" Wherever we take charge of a child after we have initiated the proceedings, we become responsible for its maintenance.

11008. Do you happen to know whether guardians put in force the provisions of the Poor Law Act of 1899 with regard to these children very frequently?—A good many of them do.

11009. In spite of children not being settled in their unions?—Oh, yes; of course everything depends upon the particular board.

11010. But there are instances where they do put the Act in force in regard to vagrant children?—Oh, yes, in some unions every facility is given for adopting under the Act. We always say, as a matter of fact, in dealing with these cases, that if the guardians will adopt, that is by far the most successful method, because where you get the board of guardians willing to adopt, you usually get the further advantage of an intelligent dealing with the children in cottage homes, for instance; there is a regular system of visitation on the part of the lady guardians, and a general following up of the individual case.

11011. Have you considered two Bills which were introduced for the protection of these children last year, one by the State Children's Association, and another by a committee of persons interested in the subject; one was called the Vagrant Children Protection Bill?—I saw one which was produced by a committee, but that I am afraid, was some time ago.

11012. That empowered any police officer to take action where he had reason to suspect that a child was being tramped about, and was not receiving proper education, and to apprehend the person tramping the child about; if the case was proved, the person responsible for the child could be sent to prison for a certain period, and there was power to enable boards of guardians to deal with the child, the cost of its maintenance being thrown on the county instead of the union?—In the Education Act, and again in the Poor Law Act of 1899, a somewhat similar provision actually obtains. Any person can call the attention of the authorities to the fact that the child is a vagrant child.

11013. But the Bill I refer to proposed for the first time to make the mere act of habitually tramping about a child, quite irrespective of whether any cruelty was proved, an act which would justify the arrest of the person?—Yes, I see that.

11014. The act of tramping about the child habitually was to be an offence?—Yes.

11015. That Bill, of course, was drafted on the supposition that the control of vagrants would remain with the guardians?—Yes.

11016. Is your Society generally in sympathy with the lines of that Bill?—The difficulty would be to say that tramping with the child was an offence, because we have had so many indications of certain tramp children being well cared for, and therefore it would be very difficult for me to say off-hand that the Society would take the line that it was an offence.

11017. Where it could be proved that a person was habitually tramping a child or children about, is it your opinion that that should be dealt with as an offence?—Well, it would not come within the province of the Society, certainly.

11018. You do not want to give any opinion on the point yourself, personally?—It would not come within our province, you see; therefore the Society would not express an opinion on it, on the ground that it does not come under the conditions.

11019. Therefore you do not care to express an opinion on the subject?—If I did, it would be purely my personal opinion.

11020. (*Mr. Davy.*) A child tramping about with its parents may be very happy?—I have seen three children during the last week in Sussex who were really so apparently happy that to transplant them down to the condition of the East end of London children would be to create a grave offence, I think.

11021. (*Dr. Downes.*) I think it is a policy of your Society to preserve family life as far as possible?—That is the root principle on which we work, not to divide the family, and it is only as the last resort that we take custody to secure the removal of the child.

11022. You would rather try to reform the parents than take the children away from them?—That is the great success of the Society's work, if I may say so; that is where our whole hope lies in the work we are doing to reform the homes of the people.

11023. You mentioned that you had an unusual number of tramp children in a census at Stafford; was that a usual condition of things at that time of the year?—At that season of the year, I should say usual.

11024. Do Stafford people provide for the hop-picking?—Very largely. The people from the surrounding towns go through Stafford on their way to the hop-picking; they do that because, as the Committee know, the Stafford union has the reputation, to use the vernacular of the tramp, of being one of the softest places in the Kingdom. In Lichfield in the immediate vicinity, where a good labour test is provided, and where the workhouse master is constantly communicating with our inspector, you will find there are scarcely any tramps passing through at all.

11025. That is what you think forms an attractive tramp route?—Yes. Mr. Mitchell, a member of the Stafford board of guardians, referring to this particular subject, pointed out that they had relieved during the year 1901, 11,000 vagrants, 14,318 in 1902, that is over 270 per week, and he attributed this to the easy going system adopted by the Stafford guardians.

11026. (*Mr. Davy.*) How many tramp children now are the Society actually paying for?—The number of children of the vagrant class in the legal custody of the Society, and for whom we pay, is 107 (71 girls and 36 boys). The average number taken for the past four years is 13, but the actual number has increased progressively from 10 to 20.

11027. Where are they?—In different homes in the country.

11028. Homes like Dr. Barnardo's?—Yes; or, as is so often the case, in convalescent homes, because many of the cases we have taken are of such a nature that we have been compelled to move them completely away where they can have special treatment by the sea.

11029. Is it your opinion that, if the Society had not interfered, the bulk of these cases would have become chargeable to the rates?—I am afraid not, because it would be so difficult to discover them. The cases which are discovered by the Society have in themselves peculiar features. May I give you an illustration?

11030. Please?—There was the case of a child, the daughter of a woman in Edinburgh. The woman was brought before the magistrates for exposing her

child begging, a child of six, and she was sentenced to three days' imprisonment. That had so little effect that the woman pursued her course; she was asked by a man, also on tramp, to give him the child. She refused. A few days afterwards she left the child outside a house; the man passed; he was a one-armed man, and seeing a one-legged child, the child he had tried to get given him, he took it away, and tramped with it from Edinburgh through every city and intervening town to Bolton. There our officer saw the child walking with the man and discovered that she was in pain. He spoke to her; took her to his house; got a doctor to examine her, and found such a condition of things that he immediately gave the man in charge. The man was sentenced to six months' imprisonment with hard labour. The child remained with the inspector. To the inspector's wife she told her story. She was then seven years old; she had been so brutally outraged by this man as to be in a condition absolutely indescribable, even in an audience of men. The man was re-arrested on this further charge, after his sentence of six months had expired, committed to the assizes, tried before Mr. Justice Grantham, and sentenced to ten years penal servitude. The difficulty to my mind is, that if the inspector had not been sharp enough to have seen there was something wrong with this child, something written on its face, and taken the matter into his own hands, the possibility is that the child would have been tramping about the country to this day. On the surface there was nothing but the bruises of the last night's beating to show there was something wrong. That is the kind of case we have to meet.

11031. I put the question to you rather suggesting that your Society were relieving the rates, and that, therefore, they were entitled to some more equitable method of treatment. What I thought you were putting to us was that the Society was unfairly burdened with the maintenance of these children?—Tramp children?

11032. That they ought to be paid for by the rates?—Under the Acts providing for their maintenance, yes.

11033. My question was put to you by way of showing that in certain instances you relieved the rates?—That is so. In such a case as that it was manifestly unfair that that child should have the opportunity of going back to its mother; we applied for custody at once.

11034. You suggest that that one-legged child was picked up by that one-armed man as being a picturesque spectacle?—A valuable asset in his business. If we could secure the stopping of gifts on the part of the thoughtless so-called benevolent people, tramping with a child for the purpose of gain would soon die out. We have another specimen of a similar nature, except that it is a proof of defective education, and shews the terrible results of allowing this thing to continue. We had a case sometime in 1903, dealing with a number of children who had never been to school in their lives; a case in which a man and woman, named Chapman, were brought before the bench with two children in a very dirty condition. Neither of these children had been at school in their lives; and it is quite a usual occurrence, I am sorry to say, for us to find that the children of tramps have not received any education.

11035. (Chairman.) I suppose it is almost invariably the case that vagrant children are absolutely uneducated?—Yes.

11036. (Mr. Davy.) They have never been to school?—They have never been to school; I will put it that way.

11037. When you get one of those children in the convalescent or other home, could the parents claim the child from you?—By making application to the court; under the Prevention of Cruelty to Children Act of 1904, the court has power to give custody to a person until the child reaches the age of sixteen, afterwards giving the right to the parent to apply to the same court for revision of the order in his or her favour. We, therefore, retain; there is very little fear of a tramp applying for a child, although, so far as ordinary custody is concerned, we wish parents to apply. But may I give you an illustration of one who did? I have only this morning, before coming here, given consent to a child being restored to a woman who was a tramp, but who has now settled down in a Yorkshire town as a

respectable member of her own class. The child, whose care we have had for some ten years, is now being handed back to her at her own request. A similar case I have in mind at this moment was the case of a woman tramping through Chester, her husband having gone to the war. She was found drunk in the street, lying on the edge of the pavement with a baby, quite a small child, in her arms. The inspector reported the matter, we proceeded against the woman for neglect, and, contrary to our usual rule, took custody of the child on the ground, in that case, that the man was serving his country at the war, and we were doing a kindness to him by taking care of his child, at least until he came back; and we asked for custody until the man returned from the war. Some three years after having taken custody, a woman turned up in London, having walked all the way from Liverpool, saying she was now earning her own living as a laundress, living with a married daughter. We caused inquiry to be made by the local inspector, who found that her statement was correct, and the child was handed back to her, subject to periodical visits by the inspector; and the reports from the inspector show that the child is well cared for. Therefore, if I may emphasise the point, brought out by a member of the Committee just now, lying behind this question of custody, is that question of parental control and home influence, which is the thing which we seek, above all others, to bring about.

11038. Your Society does not seek any further powers of detention?—We have not done so, no.

11039. Have you ever had any difficulty with the detention of children who are under the age of nurture?—Yes, particularly with regard to this Preston case, in which there was a child at the breast; as a rule, they have to go with their mothers.

11040. You are aware of the old decision in the case of the *Queen v. Birmingham*,* that is to say, that a child under the age of nurture has a right to be with its mother?—Yes, and I think that is the best place for it really.

11041. So that the Society does not press for any further detention?—Oh, no.

11042. What do you mean by saying that you are responsible for the maintenance of the children; do you pay Dr. Barnardo and the convalescent homes week by week?—In some cases Dr. Barnardo takes custody himself. In other homes we pay 5s. a week; we make quarterly payments; 5s. a week is the regular sum paid for maintenance in all these cases.

11043. But with due notice you can determine that payment at any time?—By removing the child.

11044. Or, if you cease to pay, the child would become destitute and become chargeable to the guardians?—We should be held responsible; we have undertaken responsibility in open court to provide for the maintenance of the child till sixteen.

11045. Have you some form of agreement?—A printed form similar to this (*document exhibited*), which is brought before me in every case, in which we undertake to bring up the child in its own particular religion; I sign that as director, and am personally responsible to the court for the child until it attains the age of sixteen years.

11046. You have not, I think, described to us your scheme for the registration of tramps and their children?—No. I may say that it came out of this discussion at the Stafford union with reference to the large number of tramps passing through that district. First of all we subjected these figures to a little inquiry and instructed our officer at Stafford to find out if possible how many of this large number of vagrants might fairly be described as children, with this result: the local police supplied the actual number of child vagrants who received casual ward night relief tickets through their office during the past three months; they are as follows—August, seventy-three children; September, thirty-six children; October, eighty-three children. It must be remembered that these figures represent only those who slept in casual wards and not the total number of tramp children. A large proportion of tramps of course sleep in common lodging-houses and these are not included. It is significant to note that Lichfield is a place where the police and workhouse officials are in constant co-operation

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* 5 Q.B. 210 (1870).

Mr. R. J. with the Society's inspector, and after some prosecutions
Parr. for neglect, the tramp child almost disappeared. It does
12 Sept. 1905. not mean that there are less tramps on the road, but that they for obvious reasons avoid Lichfield.

11047. If every union in the country behaved as Lichfield does is it not probable that the total number of tramps would diminish?—Absolutely; I think there is no question about that.

11048. It is no use one union driving them out?—Not when Stafford makes it easy for them to enter. What we propose is to get information as to all families tramping who are met by the Society's inspector, that they should be treated as warned cases; that is to say, the risks they run in exposing and fatiguing their children should be pointed out to them and full particulars noted as on one of the plaint sheets. I have a copy here that is used for our ordinary cases (*plaint sheet put in*). That is an ordinary sheet in which we take particulars of any case that is inquired into. As the names and ages given on the sheet might not always be relied upon in tramp cases, a short description of parents and children should be added to insure further identification. A descriptive return of all tramps thus warned through the country should be sent on the last day of each month to the central office in Leicester Square, and from these lists a printed "Gazette" or register should be compiled and circulated to all the local officers of the Society and to police officers and workhouses where thought desirable. An inspector of the Society travelling, say, on a country road carrying his list in his pocket, meets a tramp family whose condition warrants inquiry. He is able by means of his list to recognise them as a group warned by inspector—some—miles away, and some—weeks or months previously. Possibly their names might appear in two or three places, registered from different districts, and proof is thus set up, not only that they are regular and professional tramps, but that they have been warned with regard to their conduct. An inspector meeting a family for the first time has only the statement of the offenders to go upon, and although he does not always believe it he finds it impossible to proceed further. The evidence of previous warnings and conditions would be more valuable in procuring convictions in such cases, and thereby driving the professional child exploiter from the means of its existence, which is the child practically. Then we have a form which has been drawn up for the purpose of recognition, because the Committee will easily appreciate that it would be perfectly easy for a man to use a wrong name. We therefore propose to give colour of hair and eyes and complexion, and any distinctive feature. That may be possible of either man, woman, or child. We should then, by reason of our monthly register, supplied to our 200 inspectors and to the workhouse authorities throughout the country and to the chief constables of police, practically be able to identify each family with its children; and we hope in that way that the good work of the Society in dealing with these people by warning over the whole country will be as productive of good results as it has been during the last two or three years.

11049. And you do not think the number of families identified under the scheme would be overwhelmingly large?—I do not think so.

11050. (*Sir William Chance.*) If the police had the control of tramps, that would probably be of assistance?—Yes, of course.

11051. Would it assist your Society in carrying out your scheme in regard to identification?—There would be this advantage, that we could then of course send our monthly printed list to each division throughout the country, and the police would then have the particulars which we were able to give them, which would certainly be advantageous to both parties.

11052. You work largely with the police at the present moment, do you not, in your action as regards children?—Yes; in the city of London and in the county of London under an order from each Commissioner, and very largely under the instructions of the chief constables in the country, who are very glad to hand over to the Society such cases as we prove possible to warn, and are not what perhaps a policeman would call ripe enough for prosecution; we are able to avoid prosecution by the issue of our warnings.

11053. Would you think that we would get a better chance of uniformity of treatment of the tramp generally under the police than under the present system?—Of course, if the rule as to tramps was a direct rule given to a regular authority there must be some considerable advantage. The difficulty that I see at the moment is that there is no recognised rule. Each locality has the option of doing something or nothing, as the case may be. I take it that if the police were given this duty they would act under a certain rule, and be compelled to carry that rule out. There must certainly be an advantage in having a uniform rule through the country.

11054. (*Chairman.*) Is there any other matter which you wish to mention to the Committee?—I think I have practically covered the points here.

11055. You may say the vagrant children form a very small proportion of those that you have to look after?—That is so. I should like to emphasise the necessity for some particular authority to be given to some body to enforce the provisions of the Industrial Schools Act. That seems to me to be a great weakness, that it is no-one's business. We are thrown about from the education authority to the police, from the police to the guardians, and then being unable to get any of them to act, it is most unfortunate—I do not say for the Society, because that is immaterial—but most unfortunate for the child.

11056. You mean that under the existing conditions the police do not feel it incumbent upon them to take action?—No.

11057. Without being put in motion by some other body?—That is so.

11058. And is it your suggestion that the police should proceed more on their own initiative in the matter?—The difficulty is this, that in the case of street offences, begging, and so on, it is so difficult for a policeman to get a conviction, and he will not be continually going to the magistrates if he is constantly being put down. Take the case I gave you just now, where a woman is sentenced to three days' imprisonment for exposing her child and begging with it, and the number of cases which have been seen in London and the country where magistrates refuse to convict for street offences.

THIRTIETH DAY.

Thursday, October 26th, 1905.

PRESENT.

The Right Hon. J. L. WHARTON, M.P., (*in the Chair*).

Mr. J. S. DAVY, C. B.
Mr. A. H. DOWNES, M.D.
Captain EARDLEY-WILMOT.

Captain SHOWERS.
Mr. H. B. SIMPSON.

Mr. F. L. TURNER (*Secretary*).

Sir ERIC A. BUCHANAN, Bart., Secretary of the London Mendicity Society, called ; and Examined.

11059. (*Chairman.*) Sir Eric Buchanan, you are, I believe, secretary of the London Mendicity Society?—Yes.

11060. How long have you been in that position?—Seventeen years last May.

11061. And you have acquired a very great knowledge of beggars in London?—Yes. I probably know as much about the question as anybody, because it is not a sort of work that people can take much interest in unless they are working at it.

11062. I think you desire to make a short statement as to the work of your Society?—The London Mendicity Society was founded in 1818 by the great Duke of Wellington to deal with street begging before the Metropolitan Police Act was passed, viz.—before London had any police. When the Metropolitan Police Act was passed the best legal advice was taken by the Home Office and the Mendicity Society to ascertain if that Act was sufficiently elastic for the Home Secretary to authorise the Chief Commissioner of Police to give certificates to as many constables as the Mendicity Society wished to employ. The result was that the Home Secretary found he had power to authorise the Chief Commissioner to give certificates to mendicity constables to apprehend street beggars and to appear in the Metropolitan Police Courts to give evidence. Therefore the London Mendicity Society is quite unique, as it is a private society officially recognised by the Home Office. The Mendicity Society at present incurs an annual expenditure of more than £200 a year on three constables, whose work I will explain directly. But I have now the pleasure of stating that the work of the Society is not confined to street beggars. About fifteen years after it was founded it initiated a system for dealing with begging letters, and the result of its labours in this branch of its work is that it is able to inform the public that 25 per cent. of begging letter writers are downright impostors; a further 50 per cent. do not deserve relief; but 25 per cent. are found to deserve assistance, and of these, 5 to 7 per cent. are very deserving indeed, so much so that with a subscription list of under 300 members the Society is instrumental in relieving genuine cases of distress to the extent of not less than £1,000 a year in sums varying from 10s. to £10, the test of the committee's decision in every case being simply "is this a helpable case worthy of benevolent sympathy?" The Society has endeavoured to educate its subscribers and the public not to give money in the street without prompt investigation at the office of the Mendicity Society, which is usually done in forty-eight hours, and not to give money to a begging letter writer without similar investigation, which is usually done in three weeks, or, during great pressure of work, in a month, but often in three or four days, thanks to the Society's 234,000 documents. That is all I may say on behalf of my committee. My committee wish you clearly to understand that the rest of my evidence is simply my own personal experience and my own personal views, without in any way committing them.

11063. Quite so. You mentioned a large number of begging letter documents: during what period were those documents dealt with?—They have accumulated during the eighty-six years that the Society has existed. But we have had to destroy a great many. Two or three years ago we destroyed, I suppose, several thousands.

11064. About how many begging letters a year do you deal with, on an average, would you say?—Well, our Society is small now, the Charity Organisation Society having also having taken up begging letter work. The total number of begging letters received during the year 1904 was 1,469, of which 629 were returned to subscribers for whom the Society acts as almoner, and 840 were dealt with by the committee.

11065. Do I understand you to say that you work in harmony and accord with the Charity Organisation Society?—Oh, yes.

11066. Do you have anything in the nature of a joint committee?—No, but we have tried that. I read a paper before the council of the Charity Organisation Society in 1897, with the object of getting the Society to make a co-operative arrangement, in order that their local committees might have the services of our mendicity constables. They joined us for two years, and paid us £20 a year. At that time they had, roughly, forty or forty-five committees, and I suggested that every committee should subscribe 10s. a year—that is £20. I said to Mr. Loch, "Of course, you have really no machinery for dealing with street beggars; all you can do is to inform the police, and the police have to come to us; therefore it would be better for each of your committees to come direct to us and let us do the work." However, the Charity Organisation Society said that they could not afford to continue the subscription, so that dropped through. In times past there has been a great deal of friction between the Societies, but now there is no friction at all.

11067. You work in harmony?—In perfect harmony. The Charity Organisation Society is so large that there is not the least occasion for them to deal with street begging, and the begging letter work is entirely different. The Charity Organisation Society would investigate a begging letter for anybody without any charge, but we cannot possibly do that. We have to do it for the King and all sorts of big people; we are required to do it very well indeed, and we cannot do it without a small subscription. Therefore we are, as it were, the private society for begging letters, while the Charity Organisation Society is the public society, and there is ample work for both.

11068. What is the amount of your subscription list for the year?—The whole income is under £1,200; it varies from £1,100 to £1,200.

11069. And a considerable portion of that goes in the payment of your police?—Yes; the police cost us more than £200 a year.

11070. Are they fully employed?—They are fully employed. We are now doing all the work we possibly can. We now have a deficit of £80, and if we appointed another police officer it would cost us another £70 a year.

11071. Does the Charity Organisation Society supply you with evidence upon which your police can work?—No; they cannot help us at all; we can help them, but they cannot help us. I may say that the Chief Commissioner of Police, Mr. Henry, admits that he is very much indebted to our Society—and I hope that this will enable the Home Secretary favourably to con-

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sider what we have asked him to do now that the Mendicity Society is really in want of funds. We really want £100 a year more. If I could only persuade the Home Secretary when he has considered this evidence to give an annual grant, there would be no difficulty in getting the city companies to support the Society. It is not a society that can expect private assistance, because nobody takes the slightest interest in street begging. That I proved last winter. One paper said there was £100,000 a year given away to street beggars in London, and another said the amount was £300,000; I gave the newspapers all the particulars about our work, and what do you think we got in return? Four donations amounting to £2 12s. 6d.

11072. Your Society deals principally with beggars in London, I think?—My Society deals with street beggars in London only.

11073. What is your mode of action?—The appointment of our constables is controlled by the Chief Commissioner of Police, in accordance with regulations authorised by the Secretary of State, and dated 1st May, 1857. Formerly our constables used to apprehend a great many beggars, but now as the Society's present income will only admit of three constables being employed instead of eight, as formerly, the time of the present three constables is occupied every day from 10 in the morning till 3 or 4 o'clock in the afternoon in the police courts, giving evidence before the magistrates out of the Society's 76,000 records of street beggars. After they have left the police courts they are at the disposal of the Society's subscribers for the purpose of clearing any particular neighbourhood of beggars in co-operation with police constables in uniform and plain clothes.

11074. What information have you as to beggars?—We have 76,000 records of street beggars, and I may mention that Mr. Henry admitted to me, in a personal interview with him last March, that the mendicity constables had a greater personal knowledge of London street beggars than any constable in the Metropolitan Police. In the Society's last annual report it is stated that the number of begging cases attended during the year 1904 by the mendicity constables at the various police courts, and dealt with from their own personal knowledge, and the Society's records was 1,929; and during that year the three constables gave evidence in no less than 90 per cent. of the cases they attended at the various Metropolitan police courts, *i.e.* but for the London Mendicity Society's records 90 per cent. of the above-mentioned 1,929 street beggars apprehended in the year 1904 might have had to be dealt with by the London magistrates without any previous complete record of convictions, although the mendicity records sometimes show thirty convictions against one person. The reason of that is that the police authorities keep records only at individual police courts, so that if a beggar is taken to Westminster, say, nothing may be known about him there, but there may be thirty convictions against him in other police courts. Sir Edward Bradford, when he was first appointed, asked me to explain the nature of our work, and he was so pleased with it that he sent round a circular to the superintendents of all the police courts telling them that whenever any case of begging was brought before a magistrate the particulars were to be sent to the Mendicity Society, so that now we have an absolutely complete record of any beggar that is dealt with.

11075. Do you identify them by the finger-print system or anything of that sort?—No. We have a list of questions sufficiently exhaustive to enable you to be quite certain of the identity and the particulars of a man—like an ordinary prison sheet.

11076. How do your officers identify the beggars?—Our constables identify the street beggars from their personal knowledge—because they are in the police courts every day and have been for several years—and from our 76,000 records. Two of the constables have been in the service of the Society for over twenty-four years, and the third is an ex-police constable, who was in the force for twenty-one years. That would account for their being able to do it; they are doing it every day of their lives.

11077. Seeing that you have only three expert constables of your own, have they not some difficulty in

dealing with all the police courts of London?—Quite so; we cannot deal with them all. We could easily find work for more constables—for one more and probably two more; but these constables cost us £70 a year. If the Home Office could see their way to paying for another constable we would put one on at once.

11078. But do you find any difficulty owing to the small number of your constables?—Yes, we cannot be as often in the police courts as we should like to be; there is not the slightest doubt about that. At least one more constable is wanted.

11079. (*Mr. Davy.*) Do the London police magistrates adjourn cases for the attendance of the mendicity officer?—Constantly—nearly every day. If a beggar is not known in the court at which he is charged, he is remanded for inquiries to be made at the Mendicity Society's office.

11080. (*Chairman.*) What sentences as a rule are given in these cases?—From one day to three months in the police courts, and, if sent to the sessions, from four months to twelve months.

11081. Now what is your opinion of the London beggar?—I regret to say that my opinion after my seventeen years' experience at the Mendicity Society is that the London beggar is quite unhelpable. My reason for making this statement is that seventeen years ago a system of food and inquiry tickets was introduced, by which any case could be sent to Red Lion Square for very prompt inquiry and very prompt relief, provided the case was deserving, or rather provided the case was helpable. The word "deserving" is always a difficult word to use in charitable work, but the word "helpable" has an unmistakable meaning. Many cases have been sent to Red Lion Square by the enquiry tickets during the last seventeen years, but up to the end of June, 1905, I have never known a single case that my committee were justified in giving money to after the prompt enquiry had been made. I am, however, very pleased to be able to add that during my absence in July last one of our subscribers sent us a man she had met in the street, with one of our inquiry tickets. The man had two young children with him, and was selling matches. He said he wanted money to get a violin out of pawn. The case was dealt with in forty-eight hours, and the man's statement proving to be true the violin was taken out of pawn by an officer of the Society at a cost of 7s. 6d. from our immediate relief fund. Now that we have found one helpable case I sincerely hope we may find more, but seventeen years is a long time in which to find one helpable case only, considering that the Society seldom deals with less than 1,500 street beggars in every twelve months. I should like to read an extract from the paper which I read before the Charity Organisation Society in 1897:—"And now we come to the chief object of to-day's meeting, *viz.*, 'Street Mendicity.' Here I regret to say the deserving cases are absolutely *nil*, at least as far as my own personal experience goes, for although I have made it a rule for the last two or three years to stop and listen to any street mendicant I happen to meet and send them to Red Lion Square, I have never yet been able to find that one exception which proves the rule, and I have sent so many cases to the office that my visitors have implored me not to send any more. They say, 'Well, sir, you have sent every variety of street beggar for investigation, but they are one and all no good, and the committee always decline them as unhelpable or undeserving and it is really useless trying this experiment any longer.'"

11082. Since then you have had one deserving case?—Yes, the other day, when I was out of town. I am delighted to have got that one; I have tried so very hard to find one, because it seemed absolutely absurd not to be able to do so.

11083. (*Mr. Simpson.*) What was the character of that one?—The man was quite satisfactory, or we should not have helped him.

11084. Was he a man who had fallen temporarily out of work?—Yes; he was really destitute and had been obliged to pawn his violin, and he said that directly he got his violin he would be able to go to some seaside town and earn a living. I purposely use the term "helpable case," because I have been so much criticised in the papers for saying "deserving." Whoever writes

the article says, "Of course the experienced secretary knows what is deserving and what undeserving, but he probably takes a very hard view of the matter." Everybody can understand the word "helpable." What we mean by "helpable" is—if we give money, it will not put a man permanently on his legs, but help him over a temporary difficulty if he is in one. But these beggars are not in temporary difficulties; they are chronic beggars and chronic loafers.

11085. And you think that this man really did go down to the seaside to make a little money, after your Society got the violin out of pawn for him?—I have no doubt he did.

11086. (*Chairman.*) "Helpable" would mean "worthy of help," would it not?—Yes; perhaps that is the best way of putting it. What we mean is rather this. If the word "deserving" is used, they think the societies are very hard-hearted and expect a very high character, and that is not the case. You cannot give to a man who drinks, because he would at once spend the money on drink; but in our case, if we knew a man to have been a drunkard some years ago, but felt pretty satisfied that he had given it up, and that by our giving him money he would be helped to a fresh start, we should give it him.

11087. (*Mr. Davy.*) Would you put what you mean as high as this: "helpable" means that assistance given to the man would not be injurious to him?—That it would not be wasted. We do not pretend to build up a case permanently, so that he will never come on the rates; but we mean that if it will give him another start the money will not be wasted.

11088. (*Chairman.*) Does the London beggar frequent the casual wards?—Yes, but he also frequents common lodging-houses.

11089. What are his average earnings?—The Mendicity Society have felt justified in stating during the last seventeen years that a successful street beggar can collect 5s. per day, so that allowing him to rest on Sunday he is capable of collecting 30s. per week. You will naturally want to know how I get at that figure. I get at it in this way. I was extremely anxious to be able to give the public some information on the question of how much a successful beggar could earn, and I have based my figure on the amount of money that has been found on beggars when apprehended. I have asked every officer in my office, the constables and the clerks, and I have always said, "You are quite certain that we are not over-stating it?" and they have all been unanimous in saying that, for a successful beggar, that is below the mark, that a great deal more is obtained. You all know of the celebrated case last winter of a man who had been getting £6 a week for years; he was living in the suburbs, and by shamming paralysis actually got £6 a week. I feel perfectly justified in sticking to the figure of 5s. a day.

11090. Do you include in that itinerant musicians?—Oh, no; certainly not.

11091. Do you include any man who is doing anything?—No. I am trying to define that very question of what is begging and what is not begging. There is the question of singing in the streets. But let me quote what I said in my paper before the Charity Organisation Society: "I must now explain that the law cannot be set in force unless a street beggar is seen to receive alms, or is seen to be drunk and disorderly. The question of singing and selling boot-laces, matches or a few flowers, is a very difficult one, as magistrates will often refuse to convict. Not long ago we apprehended a man for singing in the streets, and the case was dismissed, and our officer was told he might as well apprehend a German band. There is of course singing and singing; if a man walks along the street singing without looking up at windows or at foot passengers, and without an appeal for alms, that is not begging; but if the singer is constantly looking towards windows and foot passengers, making an appeal for alms, that is begging. That is as near as you can get it."

11092. That would protect the crossing-sweeper, even if he is not a regular one?—We should never dream of interfering with a crossing-sweeper, because he is doing something. A beggar does nothing, although he may

have two or three boot-laces or a match-box. If he had more than that, if he had a bunch of boot-laces or several boxes of matches, he would not be interfered with. But if he has one single box of matches, or two or three boot-laces, and he is seen by the police to stop people and solicit alms, that is begging.

11093. The man with one box of matches, or one or two laces, would be watched to see if he took money other than for his wares, I suppose?—Yes.

11094. Is there any chance of reforming such men?—In my opinion there is no chance whatever, unless they are sent to farm colonies, and perhaps you will now allow me to explain my views about farm colonies as the only efficient remedy for street begging. The State cannot allow any man, woman, or child to starve, to steal, or to beg. In Germany—and I believe also in Belgium, and certainly in Switzerland—no one is allowed to beg, but every destitute person who is able-bodied is sent to a labour institution or to a farm colony. On a farm colony it is possible to make use of all able-bodied men and women. My seventeen years' experience at the Mendicity Society has taught me that sending a street beggar—whether man or woman—to prison, has no effect on them as far as begging is concerned, for even when they are sent to prison for a year they always begin to beg again when they leave the prison, in spite of the prisoners' aid societies, which I believe co-operate with every prison in the country, and offer the prisoner work on leaving prison. I would, therefore, deal with street beggars as Sir Robert Anderson, in a recent article in some magazine, advocates that habitual criminals should be dealt with, viz:—confine them permanently in some institution or labour colony until they have acquired habits of industry which would enable them to be self-supporting. I am quite aware that I may be told that this would be interfering with the liberty of the subject, and therefore, perhaps you will allow me to point out that this street-begging question is closely connected with a portion of the unemployed question. As long as public opinion considers it is interfering with the liberty of the subject to confine an able-bodied street beggar or an able-bodied tramp in a farm colony, the time and money that has to be spent in distinguishing the genuine unemployed working man from the idle loafer is almost endless. At the present moment it appears to me that not only the idle loafer, but even the hopelessly thriftless, both in town and country, practically say to themselves, "If I can't get a living by odd jobs. I'll take to street begging;" whereas if public opinion could be educated to adopt my suggestion about labour colonies, both the idle loafer and the hopelessly thriftless would know that when they cease to work for themselves they would be compelled to work for the State, and that they could not spend their time between street begging and the prison, both of which are demoralising to the individual and unremunerative to the State. With regard to establishing farm colonies the initial expense might be great, but after that, as the State would get the labour free of cost, all the able-bodied would eventually recoup the outlay for their maintenance, and I would advocate that in these colonies those who had earned a character for industry should be given some slight remuneration, and eventually allowed to leave the labour colony after they had recouped the State for their maintenance, and could be trusted to be self-supporting citizens. Perhaps I may be allowed to add that the unemployed question might be met by Government industrial schools for adults, who should be allowed to earn a wage as soon as they had recouped the State for their maintenance, and be allowed to leave as soon as they could find work at a wage which would support themselves. If this suggestion could be adopted, I think the poor rates for our workhouses would diminish, the genuine working man would be saved from the taint of pauperism, and the inmates of the workhouse would simply consist of those who are physically or mentally incapable of any kind of work; but these incapable persons should not be allowed to beg, and a magistrate should have the power of confining them in the workhouse, and in order to make the workhouse a humane institution, the respectable incapables should be separated from the disreputable incapables. If Government industrial schools for adults cannot be thought of, would it not be possible to have workshops attached to work-

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houses to enable the workhouse authorities to test the ability of the skilled pauper, and get him employment and so save the rates? I must apologise for going into the matter at such length, but the question of street begging, in my opinion, is a complicated one, and having been at it so long it naturally makes one think, and this is the result of my thinking.

11095. I understand you to be in favour of having trades taught at labour colonies?—Yes.

11096. Say carpentry or boot and shoemaking, and so forth?—Yes.

11097. Would you be inclined to have that as an adjunct to a farm colony?—Yes, because there are a certain number of paupers who really have a trade in their hands: why keep them doing nothing? I would say, keep them until they have paid the State for their maintenance. There are lots of quite young people who get into the workhouse, and if it took them five years, or even ten years, to recoup the State for what it had spent on them, they might even then start again. There is another point I should like to mention. Nowadays it is almost impossible for a man to get work after he is forty years of age if he happens to get out of employment through the failure of his employers, or other cause. Therefore, unless they happen to have friends or other means of support, such people must go to the workhouse. So that there is an enormous amount of good material wasted under our present poor law system.

11098. Have you many cases of repeated convictions?—Possibly the best way of answering that question is to say that one case—I can give particulars if desired—shows thirty-six convictions from 1883 to 1899; another, thirty-one from 1891 to 1904; another, twenty-three from 1880 to 1899; another twenty-six from 1881 to 1898; and another, twenty-one from 1889 to 1901.

11099. Are they principally for begging?—Yes. I will take the first case; I see there are several convictions for being drunk, and for assault, as well as many for begging.

11100. Being drunk and assaults are rather worse than ordinary begging?—Many of these people, when they are drunk, assault people and beg. I may state that the convictions in each case are merely a question of time, as my experience in most cases is that when once a street beggar has been taken to a police court he spends the rest of his life in street begging and in prison.

11101. (Captain Eardley-Wilmot.) Does the large proportion of drunkenness, and so on, among the beggars who are convicted, mean that magistrates, as a rule, are not satisfied merely with begging, but require additional evidence?—They are taken on two distinct charges—one for begging and the other for being drunk and disorderly.

11102. Do you find any difficulty in getting convictions for pure begging?—No. It is only sometimes that a beggar is both a beggar and drunk and disorderly.

11103. (Chairman.) Your Society, I think, gives tickets for free food: perhaps you will describe the system?—I have brought some of the tickets with me. (*Books of tickets handed in.*) Perhaps you will allow me to read the draft of a letter to a newspaper, drawn up by our vice-chairman and myself: it will explain the whole thing. "No doubt many of your readers think that the Mendicity Society is solely employed in the suppression of street begging and the detection of fraudulent begging letter writers, but there is, besides, a more benevolent side of their work, viz.: the immediate relief fund, and the money given away through our begging letter department is estimated at not less than £1,000 a year. The immediate relief fund, which gives immediate relief on either personal or written application, proves that the Mendicity Society is anxious to assist honest distress. Inserting this appeal would give you an opportunity of educating your readers by a leading article on a problem which cannot be properly dealt with without the co-operation of the public themselves. In your leading article I would suggest that you should point out that unless street mendicity can be put down or kept down to narrow limits, the work of free shelters and philanthropic lodging-houses, instead of supplying a want of the honest poor, simply becomes in a great measure comfortable quarters for the street beggar, as the Mendicity Society feel justified in stating that a successful street beggar gets 5s. per day, or 30s. per week, a wage many honest working men would

be glad of. It has been said that anyone giving to a street beggar without enquiry not only demoralises the beggar by teaching him that money can be got without working for it, but demoralises the giver by teaching that the pleasure of a philanthropic emotion can be obtained without the trouble of even writing a cheque or getting a postal order, or by spending more than sixpence, or even a penny. In London there is not the slightest excuse for giving to street beggars owing to the fact that there is the Mendicity Society and several organisations supported by the public for their use. Another fact not generally known is that every beggar sent to prison can when coming out of prison be offered work by the prisoners' aid societies, of which there are more than forty branches in different parts of England. Another point all Londoners should remember is that not only the honest unemployed drift to London—and these, I believe, never beg in the streets—but also vagrants from the country districts naturally make for London during the winter, and probably pick up enough by street begging to exist in free shelters or common lodging-houses. If the public think there is such a thing as a deserving street beggar who intends to make some effort to get work, the food and enquiry tickets of the Mendicity Society place at the disposal of the public a means by which the public can deal with the problem of street begging without doing any harm to the honest poor or without injustice to the street beggar. To give an enquiry ticket without a food ticket as well is certainly hard on the beggar, but the food ticket should not be given without an enquiry ticket, and it has been clearly demonstrated by the above remarks that indiscriminate almsgiving, either in the streets or otherwise, is a distinct public evil."

11104. Can you suggest any means of checking almsgiving?—The London Mendicity Society for eighty-seven years has endeavoured to educate their subscribers and the public not to give money in the streets until a prompt enquiry has been made by the Mendicity Society, which can generally be done in forty-eight hours. I venture to assert that the Mendicity Society's food and enquiry tickets place at the disposal of the public an absolutely perfect system for ascertaining whether any case of apparent distress met with in the streets is a helpable case and worthy of benevolent assistance. Unfortunately, however, my seventeen years' experience has taught me that only a very small percentage of benevolent persons wish to take the trouble of using an enquiry ticket. They think that if they give the food ticket instead of money they are taking quite trouble enough, whereas I suppose that, as it has been proved that at least £100,000 a year is given away in London to street beggars, it would be no exaggeration to say that probably 90 per cent. of persons who pity the lot of the street beggar simply give him money to relieve their personal feelings, without troubling themselves whether the case is helpable or unhelpable.

11105. What is your opinion as to the effect of free food and free shelters in attracting this class of person?—I think the ordinary street beggar probably frequents the casual ward and the common lodging-house in preference to free shelters. But I may add that my opinion about free shelters with free food is that unless the committee of the shelter make a *bona fide* effort to find employment for the occupants of the shelter, which is done by the House of Shelter, Baggallay Street, Burdett Road, free shelters for food and lodging do a great deal more harm than good, and are to a great extent responsible for the great influx of unemployed and unhelpable cases from the country districts. There is one exception, however, I should like to mention here to the foregoing remarks, viz., the case of the blind beggar. In my opinion blind beggars should be permitted to beg by the police authorities, for the simple reason that there are not enough blind institutions in the country to provide for destitute blind persons.

11106. Do you consider that short sentences are of any use?—I consider both short and long sentences useless with regard to street beggars after they have been sent to prison three or four times.

11107. You do not think, then, that any sentences are deterrent?—Not the least. It does not matter how often a beggar is sent to prison, he always goes back to begging again, and so back to prison.

11108. Do you think a sentence of twelve months would not deter a man?—Not the least. Just look at the cases in our report; every one of those men will be begging again as soon as his sentence is over.

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11109. You think that a man would prefer to run the risk of a twelve month's sentence rather than give up his begging life?—Yes. Once a man begins to beg he is hopeless. We had one curious instance of a clerk who got out of work through no fault of his own—his employers failed; he came up to London to try to get work, but was unsuccessful; he took to begging and he found it so much better than what he could get as a clerk that he stuck to it. There is not the slightest doubt that £100,000 is given away in London every year; one paper puts it at £300,000.

11110. We have been told by the police authorities and others that the best "happy hunting ground" for beggars is outside the theatre?—You mean what are called cab touts, the people who try to get you a cab; that is illegal, but, of course, they do it.

11111. Has that been held to be illegal?—Yes; the police authorities are constantly having to make a raid on some particular theatre or street to clear off the cab touts, and they are all sent to prison for a short time. These unfortunate people are so dirty, you cannot tell what disease they may have, and they bother ladies who go to the theatre by themselves.

11112. (*Captain Eardley-Wilmot.*) Is it the same with the cab runners?—That is the same thing. You may please yourself about it, but if you employ them you do so at very great risk. You do not know where they have slept, and if you allow them to come into your house you may get some disease. All these things ought to be put down. I very strongly advocate that. Personally I would eradicate begging. I would give the police such authority that there could not be any begging. That is my own personal view about it, and I have already explained my remedy.

11113. Have you considered the question of giving food to a man when he leaves the casual ward in the morning; if he were given some bread or something of that sort it would deprive him of the excuse for begging?—I should be distinctly in favour of giving him food of some kind, and of making it known everywhere that he had been given food, and that therefore there could be no excuse for his stopping at houses or asking people for money.

11114. Perhaps you are aware that that is the system in Gloucestershire; and notices are issued informing the householders that bread is provided at various places for men leaving casual wards?—I am very much in favour of that.

11115. At any rate, you would be in favour of some provision being made, either for food to be given to him as he leaves the casual ward, or for its being provided for him *en route*?—Yes.

11116. (*Mr. Davy.*) The police cannot apprehend a beggar except on the charge of some one?—That is a very difficult point. That is so technically. The whole object of the Mendicity Society is to save people the bother of going down to the police court. For instance, if a beggar begs from you, and you go to a constable and give him in charge, the constable says to you, "You must come down in the morning and appear against him." One object of the Mendicity Society is to save you that trouble. Instead of bothering about the beggars yourself, you say that your street is troubled by beggars, and ask us to send a couple of our men down in plain clothes. If they see a man who is likely to beg they wait until he does so, and then they take him up. They themselves appear against him the next morning, saying they saw him beg. If a complaint is made to Scotland Yard they send down a certain number of plain clothes men, really detectives, and they simply apprehend the beggars, but when they get them to the police court the question is, can you identify them; have they been in that particular police court before. Therefore they have to be remanded for the Mendicity Society officers to see if they can identify them.

11117. Is the evidence of the person who gives the alms necessary?—I do not think it is now; it used to be, but I do not think the police bother about it now; the Mendicity Society scarcely make any apprehensions at all now, we have not the time to do it.

11118. You mean to say that a man could be convicted of begging if one of your officers said he had seen him receiving money?—Yes.

11119. Supposing the man was an habitual receiver of alms?—If one of our officers had seen him receive money he would certainly be dealt with. If one of

our officers saw him he would take him to the police court, and the question then is, first of all, that particular charge, and then whether he is an old offender—which has to be found out by the Mendicity Society records.

11120. Suppose, as I go down the street, I see a poor fellow to whom I give sixpence; he may not have asked me for alms?—That is a technical point. But he is standing there to receive alms. I will tell you what the law says.

11121. (*Mr. Simpson.*) Is not the gist of the offence not the receiving of alms, but the standing in the street for the purpose of receiving alms?—That is exactly it. I will read to you what the law says: "penalties shall be inflicted on every person wandering about or placing himself, or herself, in any public place, street, highway, court, or passage, to beg or gather alms, or procure or encourage any child to do so . . ."; it is not necessary that the person should be seen actually to solicit alms.

11122. (*Mr. Davy.*) In this case, it is quite clear that the evidence of the giver of the alms is not necessary. Take another case: a man begs from you as you are leaving the theatre and are about to get into your cab, and you charge him; then your evidence is necessary?—Yes, if you charge him.

11123. If you do not charge him, there is apparently no remedy?—No; if you do not charge him he gets off.

11124. Although, in a way, he is a more offensive beggar than the man who merely presents himself in the street?—Yes. But it is quite possible that there may be constables in plain clothes about if there has been a complaint about cab touting in connection with that particular theatre, and without your knowing it the man would be apprehended by one of the constables in plain clothes and locked up, and the next morning the detective would say that he saw him begging of a gentleman who was getting into a cab.

11125. Would he be convicted without the evidence of the donor of the alms?—Yes.

11126. Would it be necessary, to secure a conviction, for your officer to show that he was an habitual vagrant?—He would be convicted in the first instance on what the detective had said, and the magistrate, before passing sentence, would say, "Is the mendicity officer here?" If he was not, the magistrate would remand the case to find out whether he was an old offender.

11127. Then your evidence would be necessary not to secure the conviction but to enable the magistrate to determine the sentence?—That is exactly the point.

11128. Now we come to the main point: you claim that you relieve or assist the police in doing their work?—Yes.

11129. That if your constables did not exist, other means for dealing with beggars would have to be taken by Scotland Yard?—Quite so.

11130. When you appoint a fresh constable have you to submit the name to Scotland Yard?—Yes, to the Chief Commissioner.

11131. And a formal certificate is given?—Yes; and the Chief Commissioner can dismiss our men at his pleasure.

11132. (*Mr. Simpson.*) The constable is sworn in before a magistrate?—Yes, and they have to report themselves once a year.

11133. (*Mr. Davy.*) Do you consider that these facts constitute a claim on behalf of your Society for some sort of pecuniary assistance from the police fund?—Yes, for this reason. Here are three men who are experts about begging; it costs us £200 a year to employ them; Mr. Henry admits that it would take the police authorities many years to accumulate these documents and make use of them. I said to him, "For the sake of argument, suppose we give you the documents, will you take over the three men; they have been trained to this work; they are over fifty years of age and we do not like to dismiss them. Would you allow me to make that suggestion to my committee?" He replied, "I could not possibly do it." Then I said, "For the sake of argument"—this is simply an argument to try to prove my own case—"why should a small private society go on paying £200 a year without getting any support for this part of its work? Had we not better cut it off entirely

Sir E. A. Buchanan, Bart. from our work? The other part of our work is supported by the public; this part is not. Why should we cripple ourselves by performing—"

Oct. 1905 11134. By performing a public service?—Yes. "We do it because we will not dismiss these men. We shall be quite content if you will take over the whole thing. We have all the documents, and you admit that they are of very great service to you." I have proved that without them 90 per cent. of the cases could not be dealt with.

11135. Now I would ask you, having secured your conviction or having brought the case into court, do you find that there is any uniformity among police magistrates in their way of dealing with such cases?—Yes, there is a certain amount of uniformity, but, of course, some magistrates are more severe than others.

11136. You mean, habitually more severe?—Yes habitually more severe.

11137. Do you think that the beggars who come before you may be said to belong to the criminal class?—No, I do not think they belong to the criminal class.

11138. Do you find some beggars in rather superior positions, living in villas, and so on?—No.

11139. Have you a class of beggars known among their comrades and neighbours as "askers," a euphemism for beggars, I do not mean street beggars?—No, I have never heard the term.

11140. None of the beggars who come before you are men who live in considerable comfort and have a sort of position in life?—Oh, no.

11141. And are known among their friends professionally as "askers"?—No, I never heard that.

11142. (*Mr. Simpson.*) You spoke of beggars not being members of the criminal class?—Yes. But perhaps I ought to be more accurate and say with rare exceptions. Once or twice Bosley, who was a very well known mendicity officer, was rather severely handled by beggars because he got them convicted so often. They said they would kill him if they could. But they were criminals only in that respect.

11143. There are no burglars or housebreakers, for instance?—No.

11144. And not often pick-pockets?—No.

11145. I believe that a beggar when he asks for alms usually tells some such story as that he has a wife and family dependent upon him. Should you say that in 90 per cent. of the cases that story is false?—Ordinary people who think they know something about philanthropic work, say, "Well, the Mendicity Society is quite right in saying that perhaps 90 or 95 per cent. are unworthy, but there are at least 5 per cent. who are helpable." I regret to say that my reply is that I have been able to find only one case in seventeen years, and that was this last year.

11146. Well, putting it that 95 per cent. tell a false story, if the man is successful he has obtained money by false pretences?—Yes.

11147. That is an offence punishable by five years penal servitude, or seven years on a second conviction?—Yes.

11148. Can you really draw a distinction between the man who gets, say, 5s. a day by false pretences and is called a beggar and is dealt with summarily, and the man who does it by letter, but probably does not make as much, and yet may, and sometimes does, get five years penal servitude?—You mean a begging letter writer.

11149. Or take a bogus registry office. A man obtains money by false pretences and gets five years penal servitude; possibly if he repeats the offence he gets seven years. Can you draw a very clear distinction between that man and the beggar who makes a good living by street begging?—It is a question I was never asked before, but I should be inclined to answer it by saying that technically you cannot draw any distinction at all; one is as much a fraud as the other. The only thing is that there have been beggars from the beginning of time, and begging is only deceiving you up to the point of getting a penny or twopence out of you.

11150. If a man gets £6 a week in that way it is by no means a small offence?—But it is not fair to talk like that. In the whole history of begging in London there has never been another case like that £6 a week case. I should strongly recommend you in talking about beggars never to go beyond the 5s. a day; otherwise you at once begin exaggerating the matter, and you talk of exceptional cases which really do not apply.

11151. Then put it in this way. The man who makes 30s. a week by swindling in the form of begging comes very near to being a criminal, does he not?—We have to remember that at one time begging was a religious profession. Even at the present time in all Roman Catholic countries beggars are permitted, and religious people are rather given to understand that it is a religious duty to give to them. It is a fraud entirely different from any other fraud.

11152. Do you not think that at the present day the professional beggar who really makes money, makes it not so much by appealing to the religious instinct as by actual false pretences?—Oh, yes; I think that.

11153. Therefore it is not unfair to say that the professional beggar, if he is not a member of the criminal class, savours very much of the criminal?—Putting it in the way you have done, I think technically you are quite right. But if in my paper I had called beggars criminals, I should have been hauled over the coals by nearly all the newspapers.

11154. (*Mr. Davy.*) In countries where almsgiving is more or less a religious duty, there is no Poor Law?—I suppose not.

11155. In this country none need starve?—Quite so.

11156. Whereas in those countries where a man says he is destitute and probably has a licence to say so, that is a substitute for the Poor Law?—That is the case, I suppose.

11157. (*Mr. Simpson.*) As a matter of fact, if a man takes a book and goes round from house to house, pretending to collect money for a volunteer fire brigade, or something like that, it is a mere chance whether he is run in for begging or for obtaining money by false pretences?—Quite so. There is a good deal of that, until they happen to go begging of some one who knows something about these things, and hands the petition over to the police or the mendicity officer to inquire into.

11158. Can you say from your experience whether a beggar gets more in one part of London than in another, in the west than in the east, in the poorer districts than in the richer?—Oh, yes; I should say that they vary very much. Some parts at certain times of the year would certainly be better than others.

11159. In my experience I cannot think of any of my acquaintances who give indiscriminately to beggars in the street. Do you know many people who do?—Not many; I know a few ladies who do.

11160. Do you suppose that these beggars get most of their money from well-to-do people, or from servants, or from poor people, or from all classes alike?—From all classes alike. It is a question upon which people have such different views, and about which so many people are perfectly ignorant. Before I went to the Mendicity Society I used to give to beggars myself.

11161. The appendix to your eighty-seventh report mentions the vagrants sent to the North London, the South London, and the Middlesex sessions, during 1903, and I notice that, speaking roughly, every one of those vagrants came from the West end or the North; I do not see any East end cases?—No; I should say there are very few East end cases. But the last time I was at Lambeth police court, just after Christmas, I was talking to the chief clerk, and they had just had a bad begging case—a case of a woman and a child who in two or three hours got I do not know how much money. People in the East end or in Lambeth, would give a penny to a woman with a child in her arms, but not to an ordinary beggar. At Lambeth there used to be a great many cases. The reason we have not got them in this report is simply that we have not enough constables to attend at these places; there is a great deal of begging at Lambeth.

11162. Probably your report shows rather the districts in which you have prosecuted than the districts in which begging prevails; it may be equally prevalent

in other districts?—Those are all the police courts where we have been; they are the most notorious parts; but I think that if we had another constable we should be able to include the poorer districts as well. There is always a certain amount of begging in the other districts as well, but our constables are so much wanted in the West end police courts, that there is not time to go to the East end police courts, or very much to Lambeth.

11163. Have you heard of many of these beggars living in the Rowton Houses?—We have not heard of any street beggars living in the Rowton Houses, but a great many begging letter writers do. They are capital places for begging letter writers, because you cannot make any inquiries about them; the authorities do not allow you.

11164. You mean that if you suspect a man of being a begging letter writer, and go to a Rowton House, you do not get any assistance in getting at him?—No; you cannot get any evidence at a Rowton House.

11165. Are there many in common lodging-houses?—We have cases of begging letter writers in common lodging-houses; we get assistance in these cases.

11166. From the deputy?—Yes.

11167. He may do something in that way to help you?—Yes. But we have no difficulty in dealing with men in common lodging-houses if we want information. We constantly have begging letter writers in common lodging-houses; that is quite a common thing. We would get the information from the deputy master, or in the neighbourhood.

11168. You do not get the same assistance from Rowton Houses?—That I am certain of; Rowton Houses will give no assistance whatever.

11169. I understood you to claim assistance from the Government in respect of your constables on the ground that you are a private society enforcing a law which otherwise the police ought to enforce?—We began in that way, and then at the time the Metropolitan Police Act was passed, the Home Secretary went into the whole matter and authorised the Chief Commissioner of Police to give us these constables, and these constables report themselves to the Chief Commissioner every year; therefore we are distinctly under the Home Office.

11170. But they are paid by your Society?—From our private funds.

11171. And you claim that some of that cost, at any rate, should be borne by the Home Office?—Yes, now that we cannot do it ourselves. All this time we have done it very well ourselves. The reason we cannot do it for ourselves now is simply that there are so many charities now, and the competition of the Charity Organisation Society is so great; their work is so well known and popular because it is so interesting. Our work is not interesting except to the few who engage in it regularly. We confine ourselves to street begging and begging letters; everybody admits that the work is well done, but it is not work you can get the general public interested in; people like to read about it and to hear about the frauds and so on, but they naturally say that it is police work.

11172. I think there are other societies which are doing somewhat similar work to yours; one is the Vigilance Society which does police work in suppressing disorderly houses. Another is the Society for the Prevention of Cruelty to Animals; they do police work in the sense that they enforce the law relating to cruelty to animals, and in many parts of the country their officers are sworn in as constables, I think. A third society, I have in mind, is the Society for the Prevention of Cruelty to Children. Are not some of their officers sworn in?—I do not think they are sworn in. Any society that holds a certificate from the Chief Commissioner would be on the same footing that our Society has always been on; but I did not know there was any other society whose officers absolutely held a certificate from the Chief Commissioner of Police in London.

11173. I do not say in London. But in the first place it is the being sworn in that makes a man a constable, not the holding of a certificate from the Chief Commissioner?—But our men have the Chief Commissioner's certificate.

11174. But that does not make them constables; it is the being sworn in?—Being sworn in and having a certificate.

11175. I suppose it is a certificate of being sworn in. But in other parts of the country the Society for the Prevention of Cruelty to Animals get some of their officers sworn in as constables?—That is exactly our point. Our men are sworn in as constables, and the Chief Commissioner could deprive them of their licence to-morrow, but as long as they have a certificate they can use it.

11176. (*Captain Showers.*) It is a warrant card, is it not?—Yes; but my point is that this warrant card can be taken away at a day's notice. It is really a certificate that they are certified to do a certain public work which the Chief Commissioner can stop at any moment. If the officers of other societies are in the same position they are absolutely identical; but I have not heard of any other society having that privilege.

11177. I think some have in the provinces; if so, they would have to be sworn in before a magistrate, and would have a warrant card issued to them, signed by the chief constable of the county or borough, as the case might be?—In that case they are in identically the same position. But it would be very much to the detriment of the public and of the Chief Commissioner if we said we must give up this branch of our work because nobody supports it. We are paying for this public service out of the other department of our work, and why should we go on doing it.

11178. (*Mr. Simpson.*) I should like to know what is the exact ground on which you claim a contribution?—We claim it on this ground. We have done the work for eighty-seven years, and the Chief Commissioner admits that our three constables know more about beggars than anybody in the police, and that it would take him a considerable time to get any three men in the force with the same information and the same personal knowledge; that is altogether apart from the documents.

11179. In what way would you distinguish your Society from the other societies I have mentioned?—I think the most logical way would be to say that the £200 for these constables has to be paid by the other department of our work, the begging letter department, which people do take an interest in. As there is a deficit on that branch of the work we have put the whole matter before the Home Office and the police authorities, and if they cannot help us our best plan will be to try to find some occupation for the three officers in our employ, and then cease to do the work. When we started the work there were no police, and we started it for the defence of our subscribers. But all that has gone by now, and our best plan will be to find other employment for our officers and then cease to do the work.

11180. Your point is that if the police have to do the work they will not do it so well, and it will cost more?—It will cost more, and I want to make a very strong point of this—that the police could not do it so well because here you have three men educated to the work, with technical knowledge of the beggars, having been on the work day after day for all these years. It would take any other men at least five or ten years to get the knowledge. I do not say that the other societies have not equal claims, it would be rather difficult for me to give an opinion on the point; but I say distinctly that if a small annual grant is given us I hope it will enable us to obtain donations from the city companies with which to continue this useful branch of our work.

11181. (*Dr. Downes.*) What proportion of these food tickets are redeemed by presentation at the various places named on them?—I can tell you the number issued.

11182. You say that 3,676 food tickets were presented during the year 1904; but how many were issued?—We do not issue them. Any subscriber may write for them on the terms stated.

11183. Supposing 100 tickets were given away to street beggars, how many of them would be presented for food?—They would all be presented. The beggars would be glad to have the food.

11184. Does it take long to identify your record of a man?—No. The records come before the committee

Sir E. A. Buchanan, Bart.

26 Oct. 1905.

Sir E. A. Buchanan, Bart. and as soon as there are a sufficient number they are bound into a volume.

26 Oct. 1905. 11185. You say you have 76,000 records. If a request is made to you as to whether you know anything about, say, John Smith, how would you hunt up in your records John Smith, or the so-called John Smith, because that may not be his real name?—We have an index to the whole of the records.

11186. But that index would be under names, would it not?—Both under names and under numbers. There are full particulars in the register. We should look under the names in the first instance; he might be *alias* something else; a beggar is very often known under several names.

11187. Before turning to his record would it not be necessary for somebody to identify him personally, by sight?—What happens is this. We have sent to us from the police court a document giving us some particulars of John Smith or John Brown, or whatever it is, and asking whether we know the case.

11188. Particulars of his appearance?—The ordinary police court particulars. They send us the description, and the constable asks whether we know anything about him, and we refer to the records.

11189. Do you find the police court descriptions sufficient to enable you to hunt up a man in the records?—Yes.

11190. How long, on the average, would it take to trace a man's record?—In the ordinary way it would not take more than ten minutes or a quarter of an hour.

11191. And who does that?—The chief constable as a rule, but the clerk in the office can always do it. Our rule is this. When a police constable comes with the particulars and says the man is remanded until to-morrow, all that is necessary is for the clerk to ask him to leave the particulars and to say that our man will be down the next day if possible. The clerk is not obliged to spend his time in looking up the particulars, but if the constable is very anxious to know at once he could do so. But our constables are at the office at nine o'clock in the morning for that special work, and in nine cases out of ten the thing would be done in ten minutes.

11192. How many years would he have to go back; occasionally he would have to go back a considerable period, would he not?—That, of course, takes some little time. Here are particulars of some cases (*document produced.*)

11193. Here is a case going back to 1883, but there is a gap in the record between 1894 and 1899; now how long would it have taken your people to identify this man with a gap of five years in the record?—It is just possible that they might recognise him directly they saw the particulars.

11194. Personal identification would come in then?—Yes; that personal identification the police have not got. You might get it perhaps after ten years if you had three men engaged only on this work.

11195. Have you considered the question of adopting the finger-print system?—No, we have not had occasion to do that. I have never heard of anybody being apprehended for begging and sent to prison on a wrong identification.

11196. Under your system you have not had any instance of mistaken identity?—No. To guard the public against that we have a written resolution put up in the board room, and every constable has a copy of it—that if any constable gives evidence against a man that he is not personally acquainted with he is subject to instant dismissal.

11197. (*Mr. Davy.*) It must be absolutely personal recognition?—Those are our orders. After that great mistaken identity case, which you will remember, it was necessary to pass the resolution to guard against any possible mistake, and the resolution would certainly be enforced.

11198. (*Dr. Downes.*) Do the magistrates as a rule require corroborative evidence in cases of begging?—Yes. Before passing sentence they want to know whether the man is an old offender or whether it is his first offence. The police authorities only know about the one particular district, and though there may not be any previous convictions of a man at that particular court, there may be ten or fifteen elsewhere.

11199. You have told us that you think twelve months' imprisonment is no deterrent to these habitual mendicants; how long would you keep a man of this class in an industrial colony?—I would keep him until he had proved himself capable of earning his own living.

11200. An indeterminate period?—Yes. I thoroughly agree with what Sir Robert Anderson says about criminals—that it is no use sending them to prison after two or three sentences. I would lock them up in some institution and keep them there until they had learnt habits of industry.

11201. (*Mr. Simpson.*) Detention for life unless they reformed?—Yes. If that is interfering with the liberty of the subject, I say that instead of being a blessing liberty is a curse.

11202. (*Captain Showers.*) Your great point is that your three constables from their experience are able to identify the beggars in the different courts?—They are.

11203. Supposing that through misconduct or ill health you had to get rid of one of these men, it would take you some years before a new man could get into proper working order?—We have one ex-constable who was in the police twenty-one years; that is the nearest we can get. Some of the police have been working at beggars for many years, and we naturally try to get an ex-constable who has had something to do with them.

11204. (*Dr. Downes.*) What food do men get for one of these twopenny food tickets?—Cocoa or tea, and a scone or bread and butter. But for three tickets a man would get a good meal.

DIGEST OF EVIDENCE.

DIGEST OF EVIDENCE.

DR. HENRY E. ARMSTRONG (3043-3234).

Has been Medical Officer of Health of Newcastle-on-Tyne for 32 years, and has made a close study of the question of infectious disease (particularly of smallpox) in relation to vagrancy in England and Wales; made reports on the subject in 1893 and 1904, 3043-7.

BATHING.

Aids detection of disease, 3075-8, 3081.
Two casuals should not be bathed in same water, 3084-5.
Examination in the bath not a sufficient protection, 3130.

CASUAL WARDS.

No isolation accommodation at, 3058-62; smallpox cases should be removed to hospital, 3187-9.
Every casual should be medically examined on entering, 3126-9.
More effective than common lodging-houses in preventing spread of disease, 3200-3.
Measures to be taken in, against disease, 3163-8, 3173-4; difficulties of country unions, 3169-72.

COMMON LODGING-HOUSES.

Preferred by vagrants to casual wards because of absence of bath, 3078.
Baths should be required in, 3150.
Beds in, not looked after so carefully as in casual wards, 3079.
Should be divided into two classes, one for vagrants only, 3086; which should be under sanitary authority, 3157.
In Newcastle, popular and in fair condition, 3086, 3140, 3224; inspection of, 3205-7, 3228-31.
Difficulty of inspection of, in small towns, 3232-4.
Proceedings against keepers of, rare, 3221-5.
Adoption of bye-laws should be made compulsory, 3139-57, 3205.
No provision for medical inspection, bathing, or for keeping of register of inmates, 3158, 3161-2; register of inmates should be kept, 3159-60.
Local authority may require keeper of, to report every lodger, 3213-6.
Whether casual ward regulations should be applied to, 3174-7.
As sources of infection, 3204, 3221-2, 3226-7.

INFECTIOUS DISEASE

Typhus, formerly prevalent, abolished owing to provision of isolation accommodation and improved sanitary arrangements at casual wards, etc., 3047-51, 3194-8.
Smallpox largely spread by vagrants, 3052-5, 3066; summary of information obtained from certain towns, 3067-71.
Conference of sanitary authorities called by London county council in 1894, 3056-61; resolutions passed suggesting bathing and medical examination of persons entering casual wards and common lodging-houses, 3124-5.
Further conference of sanitary authorities held in 1904, 3063-5.
Vagrants not sufficiently examined at casual wards, 3072-3; whether they can refuse examination, 3074.
Cases of smallpox traced to casual wards and common lodging-houses, 3113-6, 3137-8.
Smallpox not always easy to detect, 3080-2; a "dirt" disease, 3083.

DR. HENRY E. ARMSTRONG—cont.

INFECTIOUS DISEASE—cont.

Diseases other than smallpox spread by vagrants, 3117-21.
Bona fide working men also spread disease, 3182-6.
Vaccination, if systematically carried out, would cause smallpox to disappear, 3190-9; compulsory vaccination of all tramps in casual wards and common lodging-houses advocated, 3208-12.

LABOUR COLONIES.

Vagrants should be detained in, 3066, 3090-3, 3111, 3122, 3217.
Should be under inspection and control of Home Office, 3094-3102.
Might be both voluntary and compulsory, 3218-9.
Sexes should be kept separate, 3220.

SENTENCES.

Short sentences harmful, 3096, 3103-12.

VAGRANTS.

Should be taken off road, 3086.
How dealt with in Tudor times, 3133-4.
Castration as a remedy, 3134.
Only small proportion use casual wards, 3135-6.
Bona fide wayfarers should be helped on their way, 3178-82.

WAY-TICKETS.

Favoured, but less important than means for sending vagrants to labour colonies, 3087-9, 3131-2.

MR. R. B. BARCLAY (6399-6446).

General Superintendent of Poor, and Inspector of Poorhouses in Scotland, 6399-6401.

LABOUR COLONIES.

Advocated for vagrants, 6419.

POORHOUSES IN SCOTLAND.

No person admitted without an order from inspector, and a medical certificate that he is not able-bodied, 6402-3; certificate given by parish doctor, but in his absence certificate of any medical man received, 6430.
Able-bodied men not entitled to relief, 6404.
Sixty-eight poorhouses in Scotland: house sometimes twenty or thirty miles from the parish, 6408-9.
Few offences committed by inmates, and no prosecutions for refusing to work; governor can himself order punishment, 6420-1.
Inmates punished by deprivation of food or shutting up in cells, but cells seldom used, and police rarely called upon, 6423-5.
Dietary in, 6426-8; not uniform over country; tramps know the houses giving better diet, 6442-3.
Many inmates physically able-bodied but not mentally fit, 6429.
Parishes sometimes combined for poorhouse, but not for out-relief, purposes, 6437-40.
Several towns have their own poorhouses, 6440-1.
Labour in, principally stick breaking, but sometimes stone breaking, 6444-6.

MR. R. B. BARCLAY—*cont.*

SHELTERS (CASUAL SICK-HOUSES) IN SCOTLAND.

Provided in the majority of parishes for persons footsore, etc., who are admitted for a night, after examination by medical officer, 6404-7, 6410.

Provided near inspector's house, 6410.

Difficulty caused by absence of shelter at Mearns on moorland road between Kilmarnock and Glasgow; applicants for relief principally women; men sleep in farmers' lofts, 6417-8.

System bad, especially for women with children, 6419.

Often one room in a cottage, kept clean by occupant of cottage, 6431-2.

Inmates seldom stay more than one night, and after second night are removed to poorhouse, 6433.

Female tramps taken in labour difficult to deal with, but cases rare, 6434-5.

VAGRANTS IN SCOTLAND.

If footsore, etc., sent to casual sick-house or to common lodging-house for a night, 6404.

Not many in the North, but class found all over the country; they sleep out in warm weather and never work, 6411.

Large number found in Glasgow, 6416.

Half-yearly census taken by police, 6436.

WOMEN IN SCOTLAND.

Many wander from parish to parish and have done so for years, 6413.

MR. W. H. BARNEBY (4162-4274).

County Alderman of Herefordshire. Has been a guardian since 1867; was chairman of Hereford guardians from 1890 to 1894, and of Bromyard guardians from 1895 to 1900, and chairman of Hereford rural district council from 1894 to 1903. Is now guardian for both Hereford and Bromyard, 4162-8.

CASUAL WARDS IN HEREFORDSHIRE.

Lenient treatment in, cause of large increase in number of admissions, 4177-8, 4195-6.

Regulations as to detention not carried out, 4236-8.

Advantages of separate cell system, 4241-2.

Difficulties of enforcing regulations, 4244-50.

CHILDREN OF VAGRANTS.

As to treatment of: they might be dealt with under Education Acts; difficulties of question, 4205-18.

DETENTION IN CASUAL WARDS.

Hop-picking vagrants not detained in Herefordshire, 4232-5.

System in Herefordshire compared with that in Kent, 4234-5.

DIETARY IN CASUAL WARDS.

Sufficient for ordinary vagrants, but *bona fide* travellers should have more liberal diet, 4190-4222.

ENFORCEMENT OF REGULATIONS.

Regulations cannot be enforced, owing to lack of accommodation and staff, 4170-5, 4243-4; ratepayers object to providing accommodation for people not belonging to union, 4176.

Regulations not now enforced anywhere, 4250.

FRIENDLY SOCIETIES AND TRADES UNIONS.

Members of, do not enter casual wards, 4196.

Provide travelling members with tickets, 4229-30.

LABOUR BUREAUX.

Objections to: cost should not be put on rates, 4226-8.

LABOUR COLONIES.

Not favoured, they would be expensive and would not reduce vagrancy; existing workhouses should be sufficient, 4224-5.

If established, should be under police, and should not be a local charge, 4266-9.

MR. W. H. BARNEBY—*cont.*

MID-DAY MEAL.

Tickets for, given by Mendicity Society in Herefordshire; objections to system, 4190-2, 4258-61.

Bona fide traveller should be provided with ticket for, 4222.

POLICE.

Should have entire supervision of vagrants; suggested duties, 4170, 4182-4, 4190, 4222-3, 4230-1, 4270.

PRISON.

Preference for, sometimes shown by vagrants, 4199-4201.

SEARCHING OF CASUAL PAUPERS.

Not thoroughly carried out in Herefordshire, 4239-40.

SENTENCES.

Cannot be uniform, but no vagrant should be let off; eight days suggested as a minimum, 4219-21.

TASKS OF WORK IN CASUAL WARDS.

Stone breaking and digging the only available tasks in country districts for men, 4185-8.

Practically none for women, except washing and cleaning, 4185, 4188-9.

UNIFORMITY OF TREATMENT.

Cannot be secured at present time owing to large increase in vagrancy, 4177, 4255-6.

VAGRANCY.

Difficulty of dealing with, in hop-picking season, 4179-84.

Recent large increase of, in Herefordshire, 4192-4.

Inquiry refused by Mr. Shaw-Lefevre in 1894 on the ground that regulations had not been carried out by guardians, 4251-7.

VAGRANTS.

Should be lodged in separate buildings from the *bona fide* traveller, under supervision of police, 4190, 4223, 4231, 4270.

Work refused by, 4227-8.

Percentage of idle men among, 4229.

WAY-TICKETS.

Bona fide traveller should possess way-ticket or pass issued by local authority, and should be lodged in casual ward or lodging-house; the cost to be charged to union from which he starts; man without pass should be treated as a vagrant and relieved by police, 4190, 4197-8, 4222, 4264-5, 4271-3.

Gloucester system not favoured, 4203-4, 4262-3.

Suggested system described, 4222.

Not cheaper to send traveller by train, 4274.

REV. CANON BARNETT (5911-6100).

Has been a guardian for thirty years in Whitechapel, 5912-3. Gives evidence on behalf of State Children's Association.

ALMSGIVING.

Indiscriminate charity might be checked if proper provision were made for vagrants, 6036-40.

CASUAL WARDS.

Should be turned into receiving wards, where discrimination should be exercised, and certain of the inmates sent to training homes, labour colony or infirmary, etc. State could exercise controlling influence and pay a capitation grant, 5936, 5938-9, 6035-40, 6069-71, 6075-8, 6082-4.

Bad effect on inmates of treatment in existing wards, 5939-42.

Whitechapel and St. George's (East) wards compared; as to locking cells, 6019-24.

REV. CANON BARNETT—*cont.*

CHILDREN OF VAGRANTS.

Sir John Gorst's Bill approved; provisions of Bill; children of vagrant parents to be detained by magisterial order, adopted by guardians, and then boarded out or emigrated, the cost being made a county charge, 5916-21, 5926-8, 5968-82, 6066-8; Bill would create a new offence, 6090-2; number of children subject to provisions of Bill, 5956-66; comparison with Bill of 1900, 5983-6.

Many children pass through country workhouses, but in towns they go to shelters, 5922-3.

Not many found in London casual wards, but a large number in streets, shelters and common lodging-houses, 5923-5.

Women mostly assert unwillingness to give up children, 5987-92.

Children do not want industrial training, but "home" training; boarding out preferred, 6070-4, 6097-6100.

COMMON LODGING-HOUSES IN LONDON.

Have been improved, and fulfil a useful function, 6025-8.

More popular than shelters, owing to greater freedom; numbers using, not diminished by competition of shelters, 6029-34.

INDUSTRIAL SCHOOLS.

Not suitable for younger children; training in, expensive and often unsuccessful; former inmates of, often found in common lodging-houses, 5928-34, 5993-6018, 6062-6, 6095-6.

LABOUR COLONIES.

Habitual vagrants should be committed to, for three or four years; system of identification would be necessary, 5942-50, 6041-57.

Labour colonies and prisons; distinction between, 5951-3.

Inmate refusing to work should be sent to prison, 5955.

SENTENCES.

In London, not at all uniform, 6058-9.

On habitual vagrants might be automatic, according to number of admissions to casual wards, 6061.

SHELTERS.

Encourage vagrants, but they must be continued until something better is provided, 5914, 5935-9.

Institutions admitting children, 5961-2.

VAGRANTS.

Attracted to Whitechapel by shelters and common lodging-houses, causing difficulty in poor law work, 5914.

Prevent "unemployed" problem being dealt with, 5936.

London vagrant frequenting casual wards a separate and clean class, 6085-7.

REV. J. L. BROOKS (5032-5283).

Director of Lingfield and Starnthwaite Training Colonies, 5032.

CASUAL WARDS.

Should be abolished, and be replaced by compulsory colonies, 5248-51.

Might be utilised as relief stations in connexion with colonies, 5257-8.

LABOUR BUREAUX.

Should be established in connexion with labour colonies for the *bona fide* workman in search of work, 5252.

LABOUR COLONIES AT LINGFIELD AND STARNTHWAITE.

Description of colonies and of life therein; training chiefly farming, 5032-57, 5065-8, 5076-82, 5117-9.

Colonies were established by Christian Social Service Union, 5039.

REV. J. L. BROOKS—*cont.*

LABOUR COLONIES AT LINGFIELD AND STARNTHWAITE—*cont.*

Limits of age for colonists: many from workhouses between sixteen and twenty-five years of age, 5042, 5045.

Inebriates also admitted; difficulties experienced with this class, owing to absence of classification, etc., 5057-64, 5219.

Type of men received dull, feeble, and debilitated, and often mischievous and difficult to teach farming, 5065-6, 5052, 5073-4, 5078-81, 5109.

Cost at Lingfield for land, buildings, repairs, maintenance, etc.; average loss per man, 5068, 5122, 5130-44, 5153-65.

Distance from London and from railway station, 5120-1.

Percentage of inmates obtaining independent positions after fifteen to eighteen months' training; men difficult to keep in touch with, 5069-71, 5237-42.

Many colonists go to Canada; none have ever been brought back, 5072, 5096, 5240-4.

Results of training good, so far as men can be traced, 5072-3.

Earnings of men in colony practically *nil*, 5075-80.

Vagrants not admitted; inmates are either sent by guardians or by their family, and are paid for, 5083-4.

Dietary cut down for breaches of discipline, 5085, 5269-73.

Men encouraged to work by grants of money, which are given them to buy tobacco, extra food, etc., or retained till their discharge, 5085-9.

No power of detention in colonies, 5090.

Duration of stay in colonies: men going to Canada stay more than a year, 5091-3.

Men much improve in physique while at colony, with consequent gain to State; examples showing this, 5094-7.

Staff all paid, but some partly by training, 5147-52.

Payments made by guardians for men sent to colonies, 5162-4.

Colonists not skilled, and farm therefore not economically worked, 5175-85, 5282-3.

Produce sent to local market and to London, but a large quantity used in colony, 5194-6.

No local objection to competition of colony; shops never undersold, 5197.

No serious difficulty as regards discipline, 5198-5201.

Moral offences not frequent, but a danger to be watched, 5202-3.

Inmates mainly come from workhouses: some by friendly arrangement with magistrates, 5219-21.

Disadvantage that colonists should come from institutions (*e.g.*, workhouses), 5222.

Arrangements for medical attendance at Lingfield, 5224-5.

Inmates resent association with ex-criminals, and would therefore object to promising men from compulsory colonies being admitted, 5226.

Colonies founded and conducted on German system, 5228-31.

Women and children cause little difficulty, 5267-8.

Number of inmates dismissed in 1903 and 1904 for misbehaviour and incapacity, 5277-81.

LABOUR COLONIES FOR VAGRANTS.

Advocated, but with compulsory detention and classification; they should be quite distinct from voluntary colonies, 5099-5103, 5204-12, 5227.

Sentence of detention should be at most three years, but director and visiting justices should have discretion to liberate inmate after one year, and to re-grade at any time, 5205-9.

Food the best incentive to work; men refusing to work should be cut down to minimum diet, 5104-6, 5269-76.

Work should be simple: in lowest grade chiefly with fork and spade, but should include industrial work, and should not compete with outside labour, 5107-12, 5186-92.

Foreign colonies (except in Germany) not satisfactory; dull routine, with no humanising influence; Merxplas practically a prison, 5113-6, 5119, 5245-7.

Farm training colonies cannot be financially profitable, 5166-74.

REV. J. L. BROOKS—*cont.*LABOUR COLONIES FOR VAGRANTS—*cont.*

Means of enforcing detention: walls not necessary, 5213-8.

Distinctive dress not desirable, 5215.

Staff would require special training, 5230-6.

Relief stations might be established in connexion with; existing casual wards might be used for the purpose, 5254-7.

If free colonies are to be established for the ordinary unemployed there should be a distinction drawn between them and compulsory colonies for vagrants, 5258-60.

Should be directly managed by State, but experiment might also be tried by charitable people assisted by local authorities, 5261-4.

Several colonies would probably be necessary, 5266.

Women and children, how to deal with, 5267-8.

VAGRANTS.

Work-seekers should be offered work in labour colony and treated as vagrants if they refuse it, 5253-4.

WAY-TICKETS.

System favoured, 5319.

WOMEN AND CHILDREN.

Should perhaps be sent to workhouse when men go to labour colony, 5267-8.

WORKHOUSES.

Demoralising effects of training in, 5222-3.

MR. JOSEPH BROWN (850-981).

President of the Association of Poor Law Unions of England and Wales, 850.

ARMY.

Old soldiers are found on tramp, but not in large numbers, 927-8.

CASUAL WARDS.

Association wards attract casuals, 868; honest working man prefers separate cell, 869.

Cannot be dispensed with, even if labour colonies established, 878-81, 976-8.

DEWSBURY CASUAL WARDS.

Treatment of inmates of, 853-4.

Diet in, costs under 4d. a day, 853, 864-5.

Numbers admitted to, 854; recent increase, owing perhaps to return of men from war, 907-9.

Tasks of work in, 854, 898-906, 910-2; no complaint from outside public as to interference with local trade, 898-900.

DIET.

For vagrants should be improved, 853.

LABOUR COLONIES.

Should be established, 853, 894.

Treatment in, should be not entirely penal, but also reclamatory, 853.

Period of committal should be three years, with power of discharge at end of one or two years, 853, 946-7.

Recommendations of Poor Law Unions Association as to, 854, 913, 932.

Management of, should not be in hands of popularly elected bodies, but of Government through Home Office, guardians having power of inspection, 855-7, 886-91, 931, 939-43.

Cost of, should be borne by local rates, 858-60, 929-30.

Confirmed vagrants should be sent to, on order of magistrates in petty sessions, 883-5, 933-8, 946-7; some would never be reclaimed, but would cost less in colony than in prison and casual ward, 895-7.

Settlement of vagrant sent to, might be considered to be in district where he was convicted, 944-5; guardians would be more disinclined to pay for vagrant than for settled pauper, 971-2.

Dormitories should be within a wall, but work could be carried on outside if there was supervision, 948-9.

MR. JOSEPH BROWN—*cont.*LABOUR COLONIES—*cont.*

Colonists could be graded, 951.

Trades should be carried on, 950.

Uniform for inmates would be indispensable, 953-4. Escaped colonist need not be apprehended if he was earning his living outside, 955.

Colonists should be paid wages, 957-9.

Should be supplementary to present system of casual wards, 976-8.

SENTENCES.

Seven day sentences worse than useless, 973-4; a month much more effectual, 975.

VAGRANCY.

A subject of continual discussion at Poor Law Conferences, 852.

History of three men who drifted into vagrancy, 852. Only 3 per cent. of vagrants honest working men, 876-7.

VAGRANTS.

"Confirmed vagrant" defined, 914-6; difficulty of identifying vagrant as having been previously convicted, 917-23.

WAY-TICKETS.

Objected to, as interfering with the liberty of the subject, 872-5.

SIR ERIC BUCHANAN, BART. (11059-11204).

Has been Secretary of the London Mendicity Society for seventeen years, 11059-60.

ALMSGIVING.

Demoralising, both to giver and to recipient, 11103-4.

A religious duty in some countries, and a substitute for the Poor Law, 11151, 11154-6.

BEGGARS IN LONDON.

Constables of Mendicity Society authorised to apprehend, 11062; procedure of constables in dealing with, 11074-8.

Number of records of, possessed by London Mendicity Society, 11073; procedure adopted in identifying beggars, 11184-97.

Magistrates adjourn cases for attendance of mendicity officer to identify offender, 11079, 11126-7.

London beggar quite unhelpable; only one genuine case in seventeen years, 11081-5, 11145; "helpable" defined, 11081, 11084, 11086-7.

Frequent casual wards and common lodging-houses in preference to free shelters, 11088, 11105.

Average earnings of, 11089-91, 11103.

"Begging" defined, 11091-3.

Farm colonies the only remedy for, 11094.

"Incapables" should be detained in workhouses, 11094.

Many cases of repeated convictions of, often for drunkenness also, 11098-11102; few convictions from East End, 11161; magistrates require corroborative evidence in begging cases, 11198.

Blind beggars should be permitted to beg owing to dearth of blind institutions, 11105.

Cab touts and cab runners should be suppressed, 11110-2.

Police should be given sufficient authority to stop begging, 11112.

Apprehension of; evidence of donor of alms not necessary, if offender is seen by police or mendicity officer to receive money, 11116-27.

Not, as a rule, members of criminal classes, 11137, 11142-4, 11153.

Stories told by, generally untrue; distinction between begging and other methods of obtaining money by false pretences, 11145-53, 11157.

Get more in some districts and at certain times than others, but from all classes alike, 11158-62.

Many begging letter writers live in Rowton Houses and common lodging-houses; information always refused at Rowton Houses, but easily obtained at common lodging-houses, 11163-8.

SIR ERIC BUCHANAN, BART.—*cont.*

FREE SHELTERS FOR FOOD AND LODGING.

Do more harm than good unless efforts are made to find employment for occupants; cause influx of unemployed and unhelpable cases from country districts, 11105.

LABOUR COLONIES.

Advocated for street beggars, who should be detained until they have acquired habits of industry and recouped State for their maintenance, 11094, 11097, 11199-11201.

Trades should be taught at, or as an adjunct to farm colonies, 11095-7.

LONDON MENDICITY SOCIETY.

Founded in 1818, before London had a police force, to deal with street begging, but now deals also with begging letter writers, 11062.

Recognised by Home Secretary, who authorises Chief Commissioner of Metropolitan Police to give certificates to mendicity constables to apprehend beggars, and to give evidence in Metropolitan police courts, 11062, 11130-2, 11169, 11172-6.

Number of begging letters investigated by, 11063-4.

Relations with Charity Organisation Society harmonious, 11065-7.

Comparison with work of Charity Organisation Society as to begging letters, 11067.

Annual income of, 11068.

Cost of constables employed by, 11069-70; number not sufficient to attend all police courts, 11077-8, 11161-2.

Assistance rendered to police constitutes claim to grant from Home Office; another mendicity constable could then be appointed, 11071, 11077, 11128-9, 11133-4, 11169-80, 11202-3.

Deals with street beggars in London only, 11072.

Mode of action of Society in identification of beggars, etc., 11073-8.

System of food and inquiry tickets introduced by, 11081; system described, 11103-4, 11181-3, 11204.

No experience of beggars in superior social position who are known as "askers," 11138-41.

Other societies also do police work under authority of Home Office, 11172-9.

MID-DAY MEAL.

Should be given to man leaving casual ward in morning, or provided for him en route, 11113-5.

PRISON.

No deterrent to street beggars, 11094.

SENTENCES FOR BEGGING.

Sentences given in London, 11080.

Uselessness of both short and long sentences in case of street beggars, 11106-9.

Magistrates fairly uniform in dealing with beggars, but some habitually more severe than others, 11135-6.

UNEMPLOYED WORKMEN.

Might be sent to industrial schools, or to workshops attached to workhouses, 11094.

MR. E. BURGESS (2376-2580).

Has been master of Sheffield workhouse for last 4 years, and before that was 6 years at Fulham, nearly 2 years at Leeds, and nearly 2 years at Skipton, 2376-9.

ARMY.

Number of ex-soldiers and pensioners admitted to Sheffield casual wards in 1902, 2516-20.

BATHING.

Strictly enforced at Sheffield, 2411.

An aid to detection of disease, 2412-3.

MR. E. BURGESS—*cont.*

CASUAL WARDS AT SHEFFIELD.

Accommodation at, 2380; on cellular system, 2390.

Average number of admissions per week, 2381; increase in 1904, 2382; only 10 per cent. over 60 years of age, 2507.

Honest tramp allowed to leave earlier than loafer, and without performing task, 2390-1, 2416; how distinguished, 2392-4.

Procedure on admission of vagrant, 2411-5.

Women received by female officer, 2578-80.

CHILDREN.

Decrease of late years in number of children admitted to Sheffield casual wards, 2508; attributed to action of School Board officers and National Society for Prevention of Cruelty to Children, 2509-11; but numbers have recently increased, 2515, 2533.

Adoption of, by guardians, not advocated, 2534-5.

DETENTION OF CASUAL PAUPERS.

One-night detention more objectionable to vagrant than two nights, 2450.

Regulations not always observed at Sheffield, 2469-70, 2541-4, 2573-7; casuals not detained on Sundays, 2556-7; discharged on completion of task, 2558-63.

Families not often detained, 2540.

DIETARY OF CASUAL PAUPERS.

In accordance with regulations at Sheffield, 2450, 2471-4, 2536-9.

Not sufficient; mid-day meal should be given to casual on discharge, 2561-7.

INFECTIOUS DISEASE.

Vagrants suspected of, admitted to workhouse, 2407; instances of cases of eczema and smallpox discovered, 2408-10.

Vagrants nightly examined by medical officer when smallpox is prevalent, 2410.

LABOUR COLONIES.

Experiment suggested, with compulsory powers of detention, 2395-6, 2423-4, 2495-7, 2500-1.

Habitual tramp should be compelled to enter, and made to work or be punished, 2395-8, 2427-8, 2503.

How farm colony should be conducted, 2425-8.

Difference between suggested farm colony and rural workhouse, 2498-2500.

Cost of, how to be borne, 2504-5.

MID-DAY MEAL.

Should be given to casuals on discharge, 2564-5; food might be thrown away, but it would remove excuse for begging, 2566-7.

PAUPERISM.

Increase of, in Sheffield in late years, 2512.

POLICE.

Visitation, or control, of casual wards by: whether deterrent, 2527-32, 2552-5.

PRISON.

Casuals damage property in order to be sent to, 2463-7.

SEARCHING.

Enforced at Sheffield, 2414.

SENTENCES.

Local magistrates give longer sentences to casuals than stipendiary, 2455-7.

SHEFFIELD WORKHOUSE.

Arrangements for employment of able-bodied men, 2399-2400, 2402-6, 2513; employment on farm two miles distant a deterrent, 2404-6.

Number of inmates, 2401; classification of inmates, 2479-89; proportion of men willing to work, 2432-5; number suitable for outdoor labour, 2487-9.

Amount of land under cultivation at farm and at workhouse, 2475-8, 2490; farm unprofitable, 2491-4.

Vagrants admitted to, in case of sickness or suspected infectious disease, 2407.

How loafers are dealt with at, 2431.

MR. E. BURGESS—*cont.*

TASKS OF WORK.

- Stone pounding and stone breaking; difficulty of selling produce, 2439-41.
- Corn grinding and wood sawing unskilled tasks, 2442-3; firewood unprofitable owing to competition of local labour, 2444-7.
- Prosecutions for refusing, 2451-62, 2468; examination by medical officer made if casual pleads inability, 2458-62, 2545-51; men sometimes desire prosecution, 2463-7.

VAGRANCY.

- Recent increase in, 2386-7, 2514; attributed to depression of trade, 2386-7.

VAGRANTS.

- Percentage of *bona fide* working men in 1904, and in previous years, 2383, 2388-9, 2437-8, 2502; percentage of those fit for labour colony, 2503.
- Former employments of working men on tramp, 2384-5.
- Large works cause influx of tramps who prey on the navvies, 2448-9.
- Information as to previous occupations obtained from, 2521-2.
- Habitual tramps admitted to workhouse and returned to place of settlement, if known, 2523-6.
- Do not keep to one district, 2568-72.

WAY-TICKETS.

- Would be useful, and a check on loafers, but system should be universal, 2417-22.

WOMEN.

- Decrease in recent years, in numbers admitted to casual wards, 2508.

REV. W. CARLILE (8008-8275).

- Founder and Honorary Chief Secretary of Church Army, 8008. Has been practically the head of Church Army from the first (1881), 8009-10. Has visited German colonies, 8106.

ALMSGIVING.

- Persons giving alms should be fined; indiscriminate charity manufactures vagrants, 8087, 8268-9.

CASUAL WARDS.

- Present system should be abolished, but buildings might still be utilised in connection with way-ticket system, 8080-6, 8251-65.
- Frequenters of, in London, a distinct class, the *élite*, 8148-50.
- In London, have improved in recent years, 8244.
- Difference of treatment in, and in Church Army homes, 8245-50.

CHILDREN.

- Not dealt with by Church Army, 8114.

CHURCH ARMY LABOUR HOMES.

- Co-operate with police, Charity Organisation Society, and Discharged Prisoners' Aid Society, 8032, 8070-1.
- Arrangements for obtaining men from casual wards willing to work in, 8020-3, 8027.
- Employment found outside homes for inmates; arrangements described, 8024-6, 8031, 8038-41, 8071-5.
- Percentage obtaining permanent employment outside; destiny of the rest, 8028, 8141-7.
- Labour homes and receiving homes, difference between; Banner Street Home, 8029-31, 8200-7.
- Majority of cases come from police and casual wards; prisoners received but sent to separate homes; prison and poor law cases compared, 8033-7, 8068-75, 8236-41.
- Diet in labour homes; four meals a day, 8058-60.
- "Shirkers" have to leave, 8061-2.
- Work of inmates mostly "jobbing," 8063, 8210; few complaints of robberies or laziness as regards inmates, 8064-5.

REV. W. CARLILE—*cont.*

CHURCH ARMY LABOUR HOMES—*cont.*

- Men not received a second time under twelve months, 8066.
- Ages of men received; generally from seventeen to forty-five, 8067.
- Iron buildings objected to by county council, 8118-9, 8125-6.
- Inspection of homes by county council; not objected to, 8127.
- Standard of living in, good, 8164.
- Cost of lodgings in; lodging homes pay their way, 8166-70.
- Number of homes in London, 8171, 8199.
- Farm home—at Newdigate, Surrey—used as a test for emigration, 8208-9.
- Largely supported by philanthropic people as customers for products of industry, 8211-5.
- Men often sent by police "with judgment deferred"; generally the best of the cases, 8216-8.

CHURCH ARMY RECEIVING HOMES.

- None free; all inmates must work for food and lodging; arrangements described; work does not compensate for cost of food and lodging, 8042-55, 8128-32.
- No distribution of free food in, 8056.
- Free shelters and free meals a mistake; free shelters should be compulsorily closed unless work is insisted upon, 8056-7, 8154-62, 8206.
- Do not relieve casual wards, as shelters are closed early, 8131-2.
- A certain standard of comfort should be maintained; sheets should be provided for all beds; low standard of lodging not helpful to a man, 8163-5.

LABOUR BUREAUX.

- Strongly favoured; information should be given at police stations or casual wards, 8076-9.
- Should be run both by State and local authority, 8173-8.

LABOUR COLONIES.

- Should be of three classes; penal, compulsory and voluntary; inmates should be classified according to previous character; habitual vagrants should be sent to compulsory State colony, 8098-8104, 8220-2, 8230.
- Church Army homes practically voluntary colonies; if Government start penal colonies, Church Army would start additional voluntary colonies to receive cases from Government, 8105, 8122.
- Penal colonies should be under direction of State, but voluntary colonies under some society, with State grant, 8107-10, 8230-1.
- Suggested period of detention in; inmates should be able to shorten term by good work, etc.; Elmira as a model, 8111-3.
- Colony should be broken up into "families" to be reclamationary; size of each family, 8113, 8120-1.
- Buildings should be inexpensive and colonists should erect them; probable cost of buildings, 8115-9, 8124, 8270-1.
- Should not have more than 500 inmates unless divided, 8123.
- Agricultural work favoured—especially for drunkards; but subsidiary industry desirable, 8185-90.
- Cannot be made to pay, 8191-5.
- Withholding food should be the incentive to work, 8196-8.
- As to probable numbers to be dealt with, 8270.
- Voluntary associations licensed for compulsory detention of vagrants; whether they would be successful; inebriate colony as a precedent, 8221-32.
- Voluntary colonies useless for sturdy beggars, 8223.
- Work on land better than town colony, even for worst cases, 8233-5.
- Fencing in of penal colony hardly possible, 8272-3; a portion might be fenced in for special class, 8274.

POLICE.

- Should have greater powers of arrest for begging, 8087.

PRISONS.

- A good field for obtaining men willing to work in Church Army homes, 8022; prisoner more hopeful than tramp, 8033.

REV. W. CARLILE—cont.**PRISONS—cont.**

Church Army allowed to enter and hold missions, 8071.

Discharged prisoners the most hopeful cases, 8151-2, 8236-41.

Every discharged prisoner offered work by Church Army, 8069-75.

SLEEPING OUT.

Largely practised in London and other large towns; law against, not enforced as a rule owing to public opinion, 8133-40.

VAGRANCY.

Any scheme for dealing with, should not apply to London only, 8275.

VAGRANTS.

Numbers dealt with by Church Army in London and other large towns; cost per head; great increase last winter, 8013-9.

Majority do not seek work, but live a comfortable and healthy life, 8086-7, 8093-5.

Man without character the most hopeless case, 8153.

Only the more hopeful cases dealt with by Church Army, 8219.

WAY-TICKETS.

System tried by Church Army described; cause of failure of; system satisfactory as a deterrent where task was enforced; founded on German system, 8080-2, 8088-93, 8179-84, 8266-7.

If system is made general it should be worked through police, and sturdy beggars locked up for one or two years, 8096.

Casual wards might be used as relief stations in connection with, 8263-5.

Scheme for London only would be fatal, 8275.

WOMEN.

§ Only a small percentage of total number of vagrants, 8172.

ADMIRAL CHRISTIAN (Chief Constable of Gloucestershire). See **LIEUTENANT-COLONEL CURTIS-HAYWARD**.

MAJOR E. G. CLAYTON (731-849.)

Secretary to Prison Commissioners, 731.

CONVICTIONS.

For workhouse offences and begging since 1893; number did not increase immediately after introduction of new prison dietary, 756-71.

DIETARY IN PRISONS.

New diets introduced in local prisons in 1899 and 1901 on medical grounds, giving greater variety, 732-46, 755; no immediate increase in number of convictions for workhouse offences and begging ensued, 756-71; no alteration made in admission diet, 743-9.

Present dietary satisfactory, 750.

New diet has not made prison more attractive, 751.

Difference between stirabout and gruel, 753-4.

Prison population soon learn change in, 772-3.

Prison diets not meant to be penal, nor to bear too favourable a comparison with diets of free labourers or inmates of workhouses, 849.

EMPLOYMENT IN PRISONS.

Treadwheels, cranks and all unproductive labour abolished, 774-7, 805-6.

Treadwheel not suitable for man with weak heart, 809.

Stone breaking and sack making the present "hard labour" tasks, 778-82, 797-800, 828-31.

Nearly 50 per cent. of prisoners not certified as fit for hard labour, 783-4.

MAJOR E. G. CLAYTON—cont.**EMPLOYMENT IN PRISONS—cont.**

Short sentence prisoners put to hard labour if able-bodied, 796.

All hard labour done in separation, 801.

Prisoner unfit for hard labour tasked by medical officer, 803-4.

Only 50 per cent. of prisoners of tramp class fit for crank, 807-8.

Prison labour either hard labour or industrial labour, 827.

Productive industrial labour, such as making mail bags, baskets, mats, etc., more general than formerly, but only a few mats now sold to public, 832-7, 842.

Prisoners now taught trades by instructors after first twenty-eight days, 838-41, 843-7.

Labour for first twenty-eight days intended to make prison unpleasant, 848.

Procedure in case of short sentence prisoner, 785-96; formalities give as much trouble as in longer sentences, 816-8, 825.

Separate confinement continues for first twenty-eight days, 802.

SENTENCES.

Seven days' sentence means six days' imprisonment if convicted on Monday, and only four days' work, and three days' sentence means only one day's work, 792-5, 810-5.

Day of conviction and day of discharge count as part of sentence, 814.

For begging and sleeping out, mostly seven days, 820-1.

Under fourteen days, not classified in returns, 822-3.

Short sentences an enormous proportion of total, 824.

SUPERINTENDENT COLE, Holborn Division of Metropolitan Police (9371-9550).

BEGGING.

Number of arrests for, in Holborn division, during twelve months; principally at theatre doors, 9375-7, 9388.

Difficulty of procuring prosecutions for, 9437-43.

Identification of beggars; finger-printing not the practice at present, and scarcely worth while, 9475-7, 9485-6.

Mendicity Society co-operates with police in suppressing, 9478-83.

Private persons rarely prosecute beggars, 9484.

CASUAL WARDS.

Frequenters of, are of vagrant class, 9510-2.

Police have no power to visit, and if they had no benefit would arise, 9514-6.

COFFEE STALLS.

Complaints as to nuisance caused by; no genuine need exists for stalls before 3 a.m.; comparison with refreshment houses, 9496-9508.

COMMON LODGING-HOUSES IN LONDON.

Habitually used by many working men, as well as by vagrants, 9396-9.

Supply a want, and are well administered, 9444-6.

CONVICTIONS.

Under Prevention of Crimes Act; not generally of vagrant class, 9466-70.

POLICE.

Pedlars' certificates only issued in London district after strict inquiry, but men sometimes peddle without certificates and give trouble, 9412-6, 9490-5.

Food given by, to vagrants arrested; cost of, 9546-50.

SENTENCES.

For sleeping out, very variable, 9428-9.

Uniform at Bow Street and Clerkenwell, but Magistrates lenient with vagrants as a rule, 9436.

For begging seldom more than a week, and generally one day for first offence; offenders not remanded as a rule for inquiry, 9487-9.

Uniform sentences would be deterrent to vagrancy, 9543.

SUPERINTENDENT COLE—*cont.*

SHELTERS.

- Salvation Army shelters giving free food, 9385-8, 9404-7.
 Shelters may be beneficial, but free food a mistake ; system tends to make genuine working man idle, 9394-5, 9450, 9517.
 Effect of free food distribution on vagrancy, 9401-2.
 Salvation Army and Church Army shelters compared, 9402-4.
 No free shelters in Holborn division, 9447-9.

SLEEPING OUT.

- Number apprehended for, in twelve months, 9375, 9383.
 Generally takes place in buildings, etc., and on Thames Embankment, 9378.
 Not an offence by itself, and not a danger in open street, 9378-82.
 Difficulty of procuring convictions and of proving previous convictions, 9425-7, 9430-3, 9436.
 Sleepers on public seats, etc. ; objections to ; majority undesirable, and sometimes a danger to public, 9451-5, 9518-26, 9537-42.
 Present state of law not satisfactory ; police should have more power ; sleeping out should be made an offence whether offenders have means or not, 9456-60, 9527-8.
 Difficulty of dealing with men found in outbuildings, etc., 9460-9.

VAGRANTS.

- Percentage who would work if they could get it, very small ; vagrants not the "unemployed," 9384-5, 9389-91.
 Many London vagrants tramp country in summer, 9392-3.
 Particulars of census taken on 7th July, 1905, 9396-9400.
 Increase in numbers of late years ; probably caused by free food distribution rather than by non-employment, 9400-2.
 Pedlars and hawkers not of vagrant class, 9408-16.
 Vagrants not generally thieves or burglars, etc., 9471-4.
 Identification of, by fingerprints might be deterrent, 9544-5.

WAY-TICKETS.

- Preferable to free food distribution, and would identify vagrant, 9417-9.
 Possible objections to system, 9529-36.

MR. W. CROOKS, M.P. (5324-5503).

- Chairman of Poplar board of guardians.

BATHING.

- Not now a deterrent to vagrants, 5420-1.

CASUAL PAUPERS IN LONDON.

- Many habitually use casual wards, 5431-3.
 Identification of, not difficult, 5436-8.

CASUAL WARDS IN LONDON.

- Present system of inspection by Local Government Board should be extended, 5399.
 Should be retained, but not under control of guardians, 5400-2.
 Refusals of admission to certain wards, 5417-9.
 Relieve workhouses of certain number of able-bodied men, 5434-5.
 Not necessary, if labour colonies started, 5445.

CHILDREN.

- Of habitual vagrants should be separated from parents, and sent to industrial schools, and afterwards to Canada, or to Welsh farmers, 5377-83.
 Instances of children sent to Welsh farmers doing well, 5379-82.

DETENTION OF CASUALS.

- Not advocated until man is sent to labour colony, 5404-5.
 Wide discretion allowed by Orders of Local Government Board, 5406-7.

MR. W. CROOKS, M.P.—*cont.*

EMPLOYMENT OF CASUALS.

- Competition with outside labour a difficulty, 5430.

INDUSTRIAL SCHOOLS.

- Children of habitual vagrants should be sent to, 5377-83.
 Examples of successful results of training in, 5381-3.

LABOUR COLONIES.

- Advocated for habitual vagrants ; admission should be voluntary at first, 5348-50, 5367-8, 5376.
 Inmates refusing to work should be prosecuted, 5369.
 Additions to diet, but not money, should be given as inducements to work, 5370-4, 5503.

LAINDON COLONY.

- Intended to relieve workhouse of able-bodied men, 5384.
 Excellent effect on men of training in, 5384-6, 5488-9.
 Arrangements for supervision of colonists, 5387-91, 5493-5.
 Cost of buildings compared with workhouse buildings in London, 5481-4.
 As precedent for colony for vagrants, 5485, 5489.
 Class of men sent to, 5486-9.
 Inmates do not receive money from guardians, but 6d. per week is paid from private source, 5499-5500.
 Inmates have much liberty, 5502.
 Complaints as to conduct of inmates ; whether further supervision is needed, 5496-5502.

POLICE.

- Control of vagrants should be transferred to, 5411 ; contact of *bona fide* wayfarer with, would be no hardship, 5448.
 As to police having power to clear streets of night loafers, 5491-2.

POPLAR CASUAL WARDS.

- Full every night, and applicants turned away, 5327.
 Only one or two children admitted a week, 5328.
 Arrangements for admission, searching, bathing, detention and task described, 5329-42, 5406.
 Few women admitted, 5331.
 Very little money found on applicants, 5343.
 Not more than 1 per cent. really employable and trying to find work, 5344-6.
 Men only detained as a rule one night, and discharged without performing task, 5329-32.

SENTENCES.

- Of three to seven days have no effect as a deterrent 5365-6.
 No uniformity in, 5444.

SHELTERS.

- Men frequenting, mostly unemployable, 5348-9.
 An encouragement to the vagrant, and might be abolished with proper treatment of unemployables, 5452-9.
 Frequenters of, a class below tramps, 5464-8.

SLEEPING OUT.

- Many sleepers out in London, but mostly broken down and beyond treatment, 5456-7, 5465-9.
 Sleepers on staircases ; compulsory detention in workhouse no remedy, 5470-3.

TRADES UNIONS.

- System of dealing with travelling members, 5449-51.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

- Absence of, in London, shown by number of refusals of admission for want of room at certain wards, 5403, 5417-20.
 Not possible while present discretion is allowed, 5407-9.
 Uniform system should be laid down, and enforced by one authority, 5409-11.

VAGRANCY:

- Should be dealt with by a system of identification and classification over larger areas, with uniformity of management, 5348, 5393-9.

MR. W. CROOKS, M.P.—*cont.*

VAGRANTS.

Present system of dealing with, not satisfactory, 5347.
Should be classified, and able-bodied men, after three admissions to wards, should be sent to farm colony, 5348-50.
Control of, should be taken away from guardians, 5411.
Control, not relief, the primary thing in dealing with, 5412-3.
Could get work, if they liked, as a rule, 5414.
Class created by law of settlement, 5415-6.
London vagrant not, as a rule, a criminal or beggar, but causes great trouble in dealing with unemployed, etc., 5422-9.
A social evil requiring further treatment, 5439-43.
Bona fide wayfarers: proportion of, about 1 per cent., 5344-6, 5447.
How the "unemployables" might be dealt with, 5458-68.
Old and infirm vagrants should be compulsorily detained in workhouses, etc., and taken care of, 5474-80.

WAY-TICKET SYSTEM.

Gloucestershire system criticised—it does not prevent begging, and the casual wards are full, 5351-4.
If made general and strictly enforced, it would assist in identification of habitual vagrants, and be ultimately successful, 5355-64.
System would increase the sympathy of the poor towards vagrants, 5359-62.
Whether it would interfere with the liberty of the subject, 5446.

LIEUTENANT-COLONEL J. CURTIS-HAYWARD (1547-1782).

Chairman of Gloucestershire Vagrancy Committee from 1883 to 1904.

ADMIRAL CHRISTIAN.

Chief Constable of Gloucestershire.

ALMSGIVING.

Success of circular issued by police against, 1575-8, 1672.

ARMY.

Large numbers of ex-soldiers and reservists on tramp, 1774.

BATHING AND SEARCHING.

Universal in Gloucestershire, 1771; and beneficial, 1772.

BEGGING.

Poor people give more to tramps than rich, 1579-80.
Few complaints of threats by tramps when begging, 1673-6.
Average amount found on persons arrested for, 1683-4.
Decrease in number of persons arrested for, in Gloucestershire, 1692-4.

CASUAL PAUPERS.

Numbers admitted to casual wards in Gloucestershire from 1885, and analysis of their trades, 1663.
Proportion of men to women and children in 1904, 1753.

CASUAL WARDS.

Absence of, on Chepstow-Westbury road the cause of many arrests for begging and sleeping out, 1699-1714; occupations of persons arrested, 1700-1; suggested remedy, 1702-12.

COMMON LODGING-HOUSES.

Vagrants given orders for, get free bed but not food, 1728-30; preferred to casual wards, 1731-2, 1773.
None for women alone in Gloucestershire, 1735-6.
Price per bed, 3d., 1737.
No municipal lodging-houses in Gloucestershire, 1738.
In Cheltenham and Gloucester visited every night by police, 1738.
Numbers relieved in, in certain years, 1745-7; numbers constant owing to limited accommodation, 1748-52; proportion of men, women and children relieved in 1904, 1754.
Have decreased in country districts, causing more tramps to go to casual wards, 1777-8.

LIEUTENANT-COLONEL CURTIS-HAYWARD and ADMIRAL CHRISTIAN—*cont.*

DETENTION.

Has no effect on vagrants, 1559-61, 1629.
Of habitual vagrants in reformatory for two years favoured, 1656.
Order of 1882 has had no effect on vagrancy, 1740; but has protected roadside residents, 1741-2.

GLOUCESTERSHIRE VAGRANCY COMMITTEE.

Constitution of, 1549-51.

GLOUCESTERSHIRE WAY-TICKET SYSTEM.

System described, 1552-8; tickets given out at police stations, 1715.
Ticket entitles holder to bread ticket, 1553-4, 1591-5; amount of ration, 1591-5, 1602; about 28 per cent. use bread tickets, 1599-1601, 1677; remainder must obtain mid-day meal from other sources, 1677-83.
Meaning of "good" and "bad" tickets, 1556-7; proportion of good tickets, 1635.
Every vagrant supplied with ticket, without distinction between honest workman and others, 1558.
Ticket removes excuse for begging, 1558, 1584-5.
Caused reduction in vagrancy at first, but numbers have increased, 1562-70; recent increase partly caused by new railways, docks, etc., 1571-3.
Successful owing to co-operation of police, 1574-5, 1588-90; has practically stopped begging, 1575-8, 1596, 1682.
Effect of, on other counties, 1565-7, 1581-3.
Co-operation of all unions in county essential to success of system, 1586, 1605-11.
Cause of system breaking down in Berkshire, 1587.
Tickets not transferred, 1616.
Cost of system, 1636-7.
Tickets given to women and children as well as to men, 1688-91.
Prospect of mid-day meal next day would not attract vagrant to casual ward, 1743-4.

POLICE.

As assistant relieving officers, 1589-90, 1612-5; knowledge acquired by, in issuing way-tickets and taking census of vagrants, advantageous, 1765-6.

PRISON.

Preferred by many vagrants to casual wards, 1580, 1618-23, 1654-5.
Not deterrent under present system; increased work suggested, 1622-4, 1648, 1657-8.

SENTENCES.

Seven days not deterrent, 1580, 1626; 14 days with treadmill might be, 1648-9.
Short sentence harmful to alcoholic tramp, 1666-8.
No pre-arranged uniformity amongst magistrates with regard to, 1638-9.
Average sentence 7-10 days, 1640; magistrates apt to discharge vagrant offender, 1641-2; and sometimes to give him money, 1643.

SLEEPING OUT.

Tramps found sleeping out in Gloucestershire always arrested, 1705.
Number of persons proceeded against in 1904, 1759.

STATISTICS.

Of vagrants relieved in Gloucestershire in certain years, 1562-4, 1567-70, 1630-2.

VAGRANCY.

A hard but lazy life, 1669-71.
An evil requiring a remedy, 1699.

VAGRANTS.

Railway works, docks, etc., attract vagrants, 1571-3, 1664, 1767-70.
Many intemperate and unfit for hard work, 1665.
Often conceal money, etc., before entering casual wards, 1685-7.
Numbers charged with stealing in Gloucestershire, 1695-7.

LIEUTENANT-COLONEL CURTIS-HAYWARD and
ADMIRAL CHRISTIAN—*cont.*

VAGRANTS—*cont.*

- Add to amount of crime, 1698.
- Fruit pickers give little trouble, but pea pickers are the refuse of the towns, 1718.
- About one-fourth the whole number enter casual wards, 1722-4; others sleep in common lodging-houses, 1726-7.
- Man often enters casual ward and sends wife and children (with his money) to common lodging-house, 1755.
- Estimated total number in England and Wales, 1775-6, 1779-82.

Mr. R. J. CURTIS (2581-2892).

Clerk to guardians of King's Norton union. Was previously clerk to Norwich guardians, 2581-4.

ARMY.

Percentage of casuals claiming to be ex-soldiers, 2604, 2608-10.

BATHING.

An aid to detection of infectious disease, 2621-2, 2626-9.

BEGGARS.

- Easily live without work, aided by indiscriminate charity and lodgings in casual wards, 2651.
- Alms mostly obtained from poorer classes, 2652-3.
- Mid-day meal would assist in preventing begging, 2654-8, 2670-3.
- Treated leniently by police and magistrates, 2670.
- Whether indiscriminate almsgiving should be made an offence, 2773.
- Police notice threatening beggars with prosecution might have good effect, 2859.

CASUAL PAUPERS.

Sometimes admitted to workhouse infirmary, 2835-7.
Classification of, suggested, 2677, 2689, 2890.

CASUAL WARDS.

- Admissions to the three Birmingham unions in 1903 and 1904, 2598-600.
- Treatment in, compared with that in prison, 2630-9, 2838-42.
- Failure of present system, 2640-8; regulations carried out in Birmingham (city) unions, but not in country unions, 2718-20; cost a difficulty in country unions, 2728.
- Existing wards not far enough apart, 2668; one ward for Birmingham would be sufficient, 2727.
- Greater uniformity in management of, might be obtained by transfer of cost to State, 2850-1.

CHILDREN.

- Vagrant Children Protection Bill—making cost of children a county charge—approved; guardians would then be willing to adopt children, 2697-8, 2821, 2864-71.
- Action not taken under Industrial Schools Act by King's Norton guardians, 2819-20.

COMMON LODGING-HOUSES.

- In King's Norton and Birmingham, 2779-82.
- Whether a common lodging-house attracts vagrants, 2783.

DETENTION.

For four nights not frequent, 2676.

DIETARY.

Habitual vagrant does not live upon food obtained at workhouse, 2758-60.

FRIENDLY SOCIETIES AND TRADES UNIONS.

Casuals claiming to have been members of, 2605-8.

INFECTIOUS DISEASE.

- Smallpox introduced by vagrants in casual wards and common lodging-houses, 2620-5, 2830-4.
- Casuals systematically inspected by medical officer at King's Norton when smallpox is prevalent, 2829.

Mr. R. J. CURTIS—*cont.*

KING'S NORTON CASUAL WARDS.

- Accommodation provided at; separate cells for men and associated ward for women, 2589-92, 2596-7; not now sufficient, 2593.
- Recent increase in number of admissions, 2594-5, 2730-1, 2749-51; causes, 2601-3, 2650-1, 2793-2802, 2822-3.
- Trades of casuals admitted in 1904, 2604; whether information given by casuals reliable, 2736-9.
- Investigation regarding casuals admitted in a period of three weeks; ages, trades, etc., 2605-14.
- Regulations strictly carried out, 2649-50, 2712-7, 2729-31, 2803-4.
- Tasks of work at; whether skilled, 2702-3, 2708-10, 2721-6, 2824-5.
- Women received by female officer, 2862-3.

LABOUR BUREAUX.

Employment sometimes obtained for casuals, 2616-9.

LABOUR COLONIES.

- Habitual vagrants should be sent to, for at least one year and be taught a trade, 2693-4.
- Should be under Government control, like prisons, 2694.

PAUPERISM.

Decrease in general pauperism at King's Norton, Aston and Birmingham, 2784-8.

POLICE.

- Sometimes visit casual wards at King's Norton, 2763-5, 2813-6.
- Advantage of, acting as assistant relieving officers, 2765-71, 2857-8.

PROSECUTIONS.

For refusal of task at King's Norton, 2752-3, 2852; medical officer always examines casuals before prosecutions are undertaken, 2826-8, 2853-6.

SENTENCES.

- Average sentence for refusing work seven days, 2740-2, 2747-8.
- Proportion of seven and fourteen-day sentences, 2745-6; stipendiary firmer than other magistrates, 2743-4.

SHELTERS.

Whether free shelters account for increase in casuals in Birmingham, 2843.

TASKS OF WORK.

- Easier to some men than others, 2703-5.
- Prescribed tasks sufficiently wide, 2711.
- Oakum picking should be discontinued, 2711.
- Unloading coal as a task, 2753-5.

UNIFORMITY OF TREATMENT.

As to baths, search and task, necessary, 2889.

VAGRANCY.

Present system fails to repress vagrancy, 2732-5; but rather encourages it, 2772.

VAGRANTS.

- Avoid returning to same district owing to risk of detention for four nights, 2674-6.
- Classification of, 2677, 2689.
- Percentage of those incapable of work, 2677-9; effect of low dietary on, 2680-1.
- Percentage of men willing to work varies with trade depression, 2682.
- Itinerant workmen unthrifty, 2683-8.
- Distinction between *bona fide* workman and habitual vagrant suggested; former should carry certificates or way-ticket issued by trade society or police, 2689-93, 2805-12, 2844-9, 2872-88; habitual vagrant should be placed under licence issued by guardians or police, 2693, 2891-2.
- Cost of habitual vagrants should be State charge, and cost of genuine workmen a local charge, 2699-2701.
- An underfed class, 2756-7.
- Frequent complaints of nuisance caused by, 2762.
- Mostly resort to casual wards, 2777-8.

MR. R. J. CURTIS—*cont.*

WAY-TICKETS.

Favoured if made general, ticket should show route of casual and entitle him to mid-day meal; would prevent begging, 2654-63, 2669-73; 2774-6.
Co-operation of police necessary, 2665.
Would assist police in dealing with beggars, 2671-3.
Certificates to *bona fide* workmen, and licences to habitual vagrants; suggestions, 2689-93.

MR. W. H. DAWSON (3514-3920).

Author of books on Social Reform Movements and Labour Laws in Germany and Switzerland.

BEGGING.

Laws against, in Germany severe, 3569-71, 3807-8; almsgiver liable to punishment, 3817-20.
Number of convictions for, in Prussia and England compared, 3805-7.

CASUAL PAUPERS.

Generally without handicraft, 3749.

CASUAL WARDS.

Abolition of, suggested, 3518, 3762, 3779; use to which existing wards might be put, 3871-2.
Nothing in Germany equivalent to, 3540.

COMMON LODGING-HOUSES.

None in Germany similar to those in England, 3720, 3852-3.

GERMAN LABOUR COLONIES.

Carried on by philanthropic societies; distinct from relief stations, and workhouses; all voluntary, with no power of detention, 3609-12, 3615, 3621-2, 3698-9, 3835-6, 3860.
Number of colonies and number of admissions, 3613-4; only one for women, 3614; number of colonies and admissions have steadily increased, 3718-20, 3854-6.
Increase in number of colonists between twenty-one and thirty-one years of age, 3857-8.
Inmates earn money rewards, 3616.
Average duration of stay in, 3617-9, 3859.
Employment in, mostly agricultural, except in two industrial colonies, 3620.
Grants received from local, but not Imperial funds, 3622-3.
No supervision by State, police, or local authorities, 3624-5.
Average annual cost in, per head, 3626-8; none self-supporting, 3630.
Not suitable for tramps owing to absence of restraint and compulsion, 3628-9, 3726-7.
Whether buildings are under local sanitary bye-laws, 3633-4.
Established because highways were overrun with tramps, and to prevent necessity for begging, 3702-5.
Many inmates are discharged prisoners, 3724; percentage of inmates of Lühlerheim colony who had been in gaol, 3733-4.
Have created a class of "colony loafers," 3728-37.
Cannot be regarded as reformatory institutions; system has obvious defects, 3738, 3903-4.
Bielefeld colony; little employment left after reclaiming the land, 3752-7.

GERMAN RELIEF STATIONS OR SHELTERS.

No State shelters at present, but State is being urged to take over the relief stations, 3538, 3850-1.
Of two classes (1) voluntary (*Herbergen*) maintained by philanthropic societies; (2) relief stations (*Verpflegungs-stationen*), maintained by local authorities, 3543-7, 3572-3, 3577-9, 3700-1, 3802; *Herbergen* and relief stations compared, 3822-9.

MR. W. H. DAWSON—*cont.*

Herbergen: in every large town, 3545, 3709; receive three classes of lodgers, including many resident lodgers, 3548, 3851; work generally required in return for free lodging, 3548-59, 3870; number of *Herbergen*, 3558; inmates discharged about mid-day and sometimes given food or free railway tickets, 3560-3; food also supplied at by-stations, 3563; number of admissions, 3558, 3709-13, 3721; whether trade depression affects number of admissions, 3714-7, 3845-6; appreciated more now than formerly in spite of better times, 3722-3; conducted on moral and religious basis, but only open to men with papers, 3743-4; importance of rigorous enforcement of regulations in, 3868-9, 3899-902; largely used by travelling members of trade societies, but objected to by socialists, 3896-8.

Relief Stations: not adequate at present, but numbers are increasing, 3572, 3850-1; number of inmates on a particular night compared with number of casual paupers in England, 3706-8; maps placed in each station showing roads and relief stations, and traveller helped to select his route, 3579-80, 3583; route entered in travelling book, 3580-2; traveller without book liable to apprehension, 3587-90; administration of stations simple, 3881; bath not compulsory, 3883.
System removes necessity for begging, and enables habitual tramps to be detected and genuine work-seeker to be relieved, 3584-6, 3803, 3847-9.
Vagrancy diminished by, 3604-8, 3746-8; but tramps and beggars have not been abolished, 3804.
Similar classes resort to both *Herbergen* and relief stations, 3823.
Whether system encourages a wandering life, 3845-50, 3561-6.
Traveller must obtain pass from police by payment or by work, 3863-5.
Cost of maintenance of; probably no great difference from cost of casual wards in England, 3880-4.
None established for women only, 3882.

GERMAN WORKHOUSES (*Arbeitshäuser*).

Not equivalent to English workhouses, but penal establishments in which offenders may be detained for not exceeding two years, 3574, 3591-9, 3636-9.
Class of offenders sent to, 3600-1, 3740.
Number of commitments to, in certain districts, 3602-3, 3652-3.
Vagrancy claimed to have been reduced by system, 3604-7, 3842-4.
Men medically examined on admission, 3635.
Westphalia workhouse (Benninghausen); fewer inmates now than in 1821, 3639-40; description of, regulations, punishment, etc., 3641-51; commitments to, 3652-3; employment in—trades taught, 3654-6; gross expenditure per head, 3657-9; on discharge of inmate, money earned by him is sent on to place of destination, 3660-2; percentage of inmates previously committed to a workhouse, 3663-4; average length of detention in, 3665; dietary at, 3819-20.
Berlin bridewell described, 3693-7, 3801.
Compared with English prisons, 3787-94.
Restricted to certain classes of offenders but practically prisons, 3796-8.
Labour of inmates often farmed out to private persons, 3799-3800.
Competition with outside labour restricted as far as possible; goods produced supplied chiefly to municipal and provincial institutions, 3831-2, 3886-7.
Receipts and expenditure in some cases nearly equal, 3833-4.

GERMAN WORKMEN.

Carry labour book (*Arbeitsbuch*) if under twenty-one, and certificate of insurance, etc., or Army discharge papers if over twenty-one, 3523-37, 3539, 3667-9, 3814, 3820-1.
Book or certificate accepted as passport to shelters, 3537, 3542-4; man without book or certificate must go to police, 3541.
Labour book described, 3820; book might be forged, but inducements to do so not apparent, 3671-4; system of finger-printing would prevent forgery and make identification certain, 3816-7.

MR. W. H. DAWSON—*cont.*GERMAN WORKMEN—*cont.*

Men under twenty-one cannot be employed without book, 3812-3, 3820.

Are accustomed to carry papers, 3670.

Sometimes travel for purposes of instruction (*Wanderjahre*), 3911-4.

Industrial conditions in Germany have taken permanent form, 3915.

GERMAN POORHOUSES.

Purely local, and maintained out of local funds, 3574-6.

GERMAN VAGRANTS.

Habitual tramps and cognate offenders sentenced to imprisonment, and to detention afterwards in penal workhouses for not exceeding two years, 3591-9, 3889.

Summary of system for treatment of, 3905-8; arrangements for sick travellers, 3916-8.

LABOUR COLONIES.

Amount of profitable labour in, decreases as land becomes cultivated, 3631-2, 3752-3.

On German model not advocated; but colonies should be established for honest unemployed as State or county institutions, 3725, 3762, 3772-3, 3780, 3858, 3904.

Whether they should be voluntary or compulsory, 3763-4.

Industrial colonies better than agricultural colonies, 3749-51, 3780.

Whether sufficient colonies could be established by voluntary effort in England, 3758-61.

Counties might be combined for establishment of, 3771.

Magistrates should have power to commit first offenders to, 3837-40.

MID-DAY MEAL.

Supplied in Germany at by-stations, 3563-8.

POOR LAW.

Difference between English and German, 3675-92; no provision in German law for travelling poor, except under police, 3702-3.

RELIEF STATIONS OR SHELTERS.

Should be established, where honest working men could obtain lodging in return for small payment or work, without being pauperised, 3519, 3779-82.

SENTENCES.

Long sentences favoured in Germany as giving men a chance to learn trade, 3666, 3794-5, 3891-5.

For begging much longer in Prussia than in England, 3809-11.

VAGRANTS.

Genuine work-seekers should be helped, but others should be handed over to penal law, 3515-8, 3762, 3783-4.

Habitual tramps and loafers should be sent to workhouses (houses of correction) on continental pattern, 3725, 3762, 3774-8, 3785-6, 3841, 3876-9, 3889-90; employment should be on industries easily learned, 3885-7; interests of community should be considered before interests of outside labour, 3888.

Voluntary institutions for dealing with, difficult to set up in England, 3741-2.

German system not suitable for dealing with English vagrants, 3745.

Proportion of honest work-seekers on tramp in England, 3765-9, 3909-10.

WAY-TICKETS OR PASSPORTS.

German system of, practically the same as English, 3520-2.

Adoption of, suggested; pass might be given by police, trade union or Charity Organisation Society, 3873-5.

CAPTAIN DESPARD (6859-6941).

Chief constable of Lanarkshire, 6859.

Was also chief constable at Dewsbury for three years, 6859-60, 6902.

BEGGING IN SCOTLAND.

Simple begging not an offence in rural districts, 6868. Should not be made an offence where no provision is made for tramps, 6873.

Pedlars' certificates do not give chance of begging, 6916-7.

By threats at country cottages, 6941.

LABOUR COLONIES.

Penal colonies might be effective and deterrent, if men could be made to work, but system would be expensive, 6918-23.

POLICE.

Many towns in Lanarkshire under separate police administration, 6862.

Give assistance to vagrants in Lanarkshire out of their own pockets, 6874-5.

Shelter not given to vagrants at police stations in Lanarkshire, 6876-7.

Take census of vagrants twice a year, 6903-4.

Vagrants and vagrant wards might be placed under control of, but too much police government not desirable, 6893-9, 6933-4.

SENTENCES.

For offences under Trespass Act, mostly fines, which do not vary much; absence of casual wards causes lenient treatment of offenders, 6881-7.

SLEEPING OUT.

A serious offence from farmers' point of view, 6901.

VAGRANCY IN LANARKSHIRE.

Difference between burghs and rest of county in dealing with vagrancy, 6863-7.

Practically no means of relief beyond shelters in one or two towns; Charity Organisation Society give free shelters in one town; shelters a useful help to vagrants, 6869-74, 6878-9.

Trespass Act enforced, but farmers etc., often give shelter to tramps, causing a nuisance, 6880.

Vagrancy an evil that State should deal with, 6935-6.

VAGRANTS.

Relief of, in Scotland, left to charitable persons; charity useless in absence of common lodging-houses, 6874-5, 6910-1.

Do not commit offences in order to get into gaol, 6888-92.

Not a criminal class; simply lazy, but commit petty crimes, 6907-9, 6938-41.

System of identification would be expensive, 6912-5, 6921.

Vagrants follow the main roads, 6924-6.

Number in county compared with number in Glasgow, 6927-30.

Residential population of vagrants in Glasgow; probable cause of, 6931-2.

Live on the navvies employed on public works, etc., 6937.

WAY-TICKET SYSTEM.

If Gloucestershire system—extended over larger area—were adopted, casual wards might be placed under control of police, 6893-6900.

WOMEN AND CHILDREN.

Few found tramping in Lanarkshire; child vagrancy not a serious question, 6905-6.

MR. DAVID DEWAR (6619-6763).

Chief constable of Dundee and procurator-fiscal, 6619, 6732.

BEGGING IN SCOTLAND.

General statutes relating to, 6622-7.

Only "masterful" begging regarded as an offence in counties, 6627-8.

COMMON LODGING-HOUSES IN DUNDEE.

Inspected by sanitary authorities; police have power of entry, 6671-4.

All run by private individuals, 6681.

Municipal lodging-houses would be preferable, 6682.

LABOUR COLONIES.

Advocated for habitual offenders, with compulsory detention, and liberation at discretion of directors, 6690-6700.

Guarantees from responsible persons might be required before discharge of inmates, 6696.

Voluntary colonies at Locharwoods etc., not suggested as models, 6738-42.

State should bear cost of, and administer, colonies, 6701, 6760-1.

Prisons would be relieved by establishment of, 6762-3.

POLICE IN DUNDEE.

Town council are police authority, and magistrates are all members of, and are appointed by, town council, 6632-5.

No paid magistrates, except sheriff who deals with serious cases, 6636-7.

Formerly supplied tickets for common lodging-houses to destitute persons, but applications now rare, owing to opening of night refuge, 6675-8, 6710-6.

Co-operate with parish authorities, 6683-7.

Cannot bring charge direct; case must be taken before procurator-fiscal (who is also chief constable) who decides whether it is to proceed; system advantageous in case of juvenile offenders, 6732-7.

Not concerned with vagrants unless they commit some offence, 6743-5.

Food supplied by police to persons under arrest, 6753-5.

POORHOUSES.

Power of compulsory detention in, desirable, 6649-51, 6687-9.

PRISON.

Not deterrent to habitual offenders; sometimes stated to be preferred, 6707-9.

SENTENCES IN DUNDEE.

For begging, etc., vary considerably; explanation of certain sentences, 6638-60.

Short sentences harmful and costly, and not deterrent, 6701-6.

SHELTERS IN DUNDEE.

Night refuge (a charitable institution) intended for *bona fide* searchers for work; applicants must be destitute and not drunk; has been full of late, 6664-70, 6681.

SLEEPING OUT IN DUNDEE.

Contraventions of Trespass Act (including sleeping on staircases) dealt with, 6630-1.

STATISTICS.

As to offences against Vagrancy and Trespass Acts, 6731.

VAGRANCY AND BEGGING IN DUNDEE.

Statutes (local and general) relating to, 6621-6.

Beggars apprehended as a rule, 6629.

Further legislation required for dealing with, with power of compulsory detention, 6657-61.

Offenders mostly Scotch, but strangers to Dundee, 6662-3.

MR. DAVID DEWAR—*cont.*VAGRANCY AND BEGGING IN DUNDEE—*cont.*

Provision for vagrants consists of night refuge and common lodging-houses; it is sufficient, although not attractive, 6671-80.

Census of vagrants in night asylum, prison, lodging-houses and sleeping out, taken yearly; how taken, 6717-27.

June and December census of vagrants; many tramp in winter and work in summer, 6727-30.

System of identification of vagrants scarcely necessary, 6746-7.

Increase in recent years of convictions under Vagrancy and Trespass Acts, 6748-52.

Inquiry in case of death from starvation, 6756-9; such cases rare, 6757.

SIR JOHN DORINGTON, BART., M.P. (4275-4464).

Has been chairman of Gloucestershire county council for eighteen years, and was for many years chairman of quarter sessions, 4275-6.

ALMSGIVING.

Discouraged by way-ticket system, 4294-6, 4336.

Poor people sometimes bullied into giving food, etc., 4297-8.

CASUAL PAUPERS.

Whether cost of maintenance should be a county charge, 4427.

CASUAL WARDS.

Difficulty of placing wards under police, 4340-1.

Applicants for admission sometimes possessed of means, 4407-8.

Guardians should retain control under Order of Local Government Board, 4341-2, 4354-7.

Poor unions at a disadvantage in regard to provision of, 4347-8.

Whether any wards could be closed as unnecessary, 4350-3.

Management of, by joint committee of guardians might be practicable, 4358-9.

Charge might be allowed on county fund for maintenance of, in certain cases, 4354.

CHILDREN OF VAGRANTS.

Children of habitual vagrants should be sent to work-house and treated as orphans: how cost of maintenance to be borne, 4410-20.

COMMON LODGING-HOUSES.

Frequented by about 75 per cent. of vagrants, 4451.

Vagrant inmates of, presumably live by begging, 4453-4.

DETENTION OF CASUAL PAUPERS.

Very irregular in Gloucestershire, 4339.

Uniformity might be secured by detaining all vagrants not possessing "good" tickets, 4343-5.

LABOUR COLONIES.

Experiment of penal colonies advocated, 4299-4300, 4306, 4371, 4433-4.

Extra diet would be best inducement to work, 4301-4, 4428-9.

Colonies for willing workers undesirable, 4307.

Penal colonies should be controlled by Home Office with local visiting committee, 4308-12, 4372-3, 4433-4.

Would be a deterrent to sturdy beggar and a relief to destitute wanderer, 4370-1.

Experiment might be tried by private persons under supervision of Home Office, 4374-9.

MID-DAY MEAL.

Present allowance of bread in Gloucestershire sufficient, 4409.

Not given to lodging-house tramps, who presumably obtain means by begging, 4452-4.

SIR JOHN DORINGTON, BART., M.P.—*cont.*

POLICE.

As assistant relieving officers: a desirable arrangement, 4397-8.

PRISON.

Attractive to vagrants rather than otherwise, owing to absence of hard labour, 4302, 4313-5, 4435-45.
Too comfortable for short sentence prisoners, 4315, 4437.
Refusal to work punished by loss of diet, 4456.

SEARCHING AND BATHING.

Wayfarers with "good" tickets should be bathed but not searched, 4447-9.

SENTENCES.

Short sentences not deterrent and not reformatory, 4313-9.
Should be lengthened in proportion to number of convictions, but imprisonment for vagrancy could not be seriously lengthened under present state of law, 4320-1.
Discretion of justices should be retained, 4322-5.
Cases might be remitted to quarter sessions for sentence, 4326-8.
Seven days' sentence means only five days in prison, 4455.

UNIFORMITY OF TREATMENT IN CASUAL WARDS.

Not practised in Gloucestershire, 4337-9.
Might be secured by a special grant in aid payable by county, 4457-63.

VAGRANCY.

Recent increase in Gloucestershire caused by increased destitution and large works, 4280.
Navvies engaged on large works attract vagrants as "hangers on," 4281-2.
Report on vagrancy in Gloucestershire in 1904, 4283.
Recent increase in number of honest travellers, 4284.
As a profitable business depends on amount of sympathy created, 4294, 4304-5.
Vagrancy, like drunkenness, a disease, requiring special treatment, 4446.

VAGRANTS.

Encouraged by lax treatment, 4329.
Numbers largely depend on situation of casual wards, 4346-7.
Honest wayfarer: difficulties of dealing with, 4360-9.
Ordinary vagrant not as a rule a criminal, 4380-2.
Should be kept distinct from "in and out" class of workhouse inmates, 4431-2.
Only 25 per cent. of total frequent casual wards, 4450.

WAY-TICKETS.

Gloucestershire system favoured; it enables honest traveller to be distinguished from professional vagrant, and discourages vagrancy by making it unprofitable, 4278, 4286-8, 4294-6, 4333-6, 4383-90;
System very successful for some years, 4279, 4331-2;
Recent increase in number of "good" tickets, 4284; "good" ticket defined, 4285.
Difficulty of working universal system under Order of Local Government Board, 4288.
System should be worked through police with co-operation of workhouse masters, 4289-91, 4393-8.
An aid to magistrates in dealing with vagrants, 4292-3.
Universal application of system suggested, 4330, 4391-2.
Vagrants without tickets should be detained two nights, 4383-8.
Tickets should be issued from casual wards, not by police, 4392-6.
System should not be extended to wayfarers in common lodging-houses, 4399-406.
Danger of ticket being made excuse for begging, 4421-2.
Bartering and sale of tickets guarded against in Gloucestershire, 4423-4.
Recovery of cost from authority starting wayfarer on journey; whether practicable, 4425-6.
System worked by vagrancy committee in Gloucestershire and Wiltshire, 4464.
Wayfarers with "good" tickets should be bathed but not searched, 4447-9.

MR. W. J. FARRANT (10347-10437).

Head of statistical branch of Home Office, 10347.

STATISTICS.

Prosecutions of refractory paupers: great increase since 1900: larger in proportion than increase in number of vagrants relieved, 10349-56, 10359-62, 10368-81, 10415-7, 10434.
Prosecutions for sleeping out: increase since 1900, but proportion not so great as that of refractory paupers, 10363-5, 10434.
Number of persons proceeded against summarily for all offences: recent decrease, 10366-7.
Recent increase in percentage of persons going to prison in default of payment of fines: probable reasons for increase, 10382-93, 10419-26, 10435.
Ordinary workhouse offences included in statistics of refractory paupers, but workhouse inmates not included in statistics of vagrancy, 10394-400.
Number of able-bodied paupers relieved, exclusive of vagrants, has not increased in same proportion as number of prosecutions of refractory paupers, 10401-3.
Convictions for begging and sleeping out have increased similarly with number of vagrants relieved, 10404-14.
Numbers of vagrants relieved on one night in each year since 1900, 10418.
Number of persons received in prison on summary conviction since 1900: continuous increase, 10427-33, 10436.

VAGRANTS.

Increase in recent years in numbers relieved: decrease during war, with subsequent increase, 10356-60.

MR. E. N. FENWICK (10610-10792).

One of the Metropolitan police magistrates; now sits at Bow Street. Has been a London magistrate for eighteen years, and has sat in every Metropolitan police court. Before coming to London was at Bradford for two years, and before that on the North Eastern circuit, 10610-2.

BEGGARS.

Should be brought before court of law before being detained for long period; administrative body should not have power to deal directly with man's liberty, 10660-71.
Magistrate decides whether offenders shall be sent to quarter sessions as incorrigible rogues, 10773-6.

LABOUR COLONIES.

Able-bodied habitual vagrants and incorrigible rogues within meaning of Vagrancy Act should be sent to; "incorrigible" not necessarily hopeless, 10614, 10621-4, 10726, 10765-72.
Dietary in, should be made an inducement to work, 10625-8.
Should be places of actual detention, 10634-5.
Men should be sent by quarter sessions, not petty sessions or boards of guardians, 10640-2, 10669-71.
Classification in, would be useful, owing to varying standards of comfort, 10657-8.
Existence of labour colonies would probably lead to more reasonable sentences, and cause more incorrigible rogues to be sent to quarter sessions to be dealt with, 10703-5, 10739-43.
Colonies might be voluntary establishments, subject to inspection, 10767.

PRISON.

Dread of, not increasing; classification of prisoners would be an advantage; varying standards of comfort a difficulty, 10650-9.
Vagrants often get sent to, as a means of getting nearer their destination, 10787.

SENTENCES.

For incorrigible rogues may be twelve months; in addition males may be flogged, 10618-20.

MR. E. N. FENWICK—cont.**SENTENCES—cont.**

Up to seven days not deterrent at all; short sentences expensive (especially in country) but discretion should be left to magistrates; circular from Home Office as a remedy; some men indifferent to any sentence, 10629-31, 10681-4, 10687-712.

Third conviction should make man an habitual vagrant; first and second sentences should be recorded, 10646, 10788-90.

Minimum sentence objected to; discretion of magistrates should not be hampered, 10647-8, 10763-4.

General agreement as to, amongst London magistrates, 10687.

Treatment of man committed to quarter sessions as incorrigible rogue, 10672-7.

Procedure in case of man charged with vagrancy at Bow Street, 10689.

One day sentence better than three days; man is discharged and conviction is recorded, 10706-12.

By county and borough magistrates generally satisfactory, 10695, 10758-62.

Magistrates sometimes discharge men on promise of leaving town, 10782-3.

SLEEPING OUT.

Cases at Bow Street mostly children; men seldom charged with, in London; difficulties of dealing with, 10714-9.

VAGRANT CHILDREN.

Generally wandering alone; they can be dealt with under Industrial Schools Act; how to deal with parents, 10714, 10744-57.

VAGRANTS.

Present law sufficient to cope with, except as to incorrigible rogues, who should be sent to penal workhouse or labour colony and detained for long periods, 10614-6, 10713.

Number of incorrigible rogues dealt with in London; mostly beggars; number stationary, but many probably not identified, 10617, 10649, 10678-9, 10686, 10724-27, 10778.

Identification of, finger-printing would be valuable if not too expensive; practice in police courts as to identification, 10638-9, 10689, 10777-81, 10785.

Not a criminal class, 10680.

Only small sums of money found on, as a rule, 10720-2.

80 per cent. of vagrants charged are able-bodied, but only fit for light work, 10724-5.

Old and infirm vagrants difficult to deal with; they might be compulsorily detained in workhouses, 10728-38.

Large numbers haunt wealthy districts of London, attracted by theatres, etc., 10786.

Average age of vagrants convicted at Bow Street; some would be old and helpless, 10791-2.

Definition of incorrigible rogue in Vagrancy Act seems to indicate the habitual vagrant, 10643-5.

WAY-TICKETS.

Would help in identifying habitual vagrants, 10636-7.

MR. BALDWIN FLEMING (4872-5031).

General Inspector of the Local Government Board, 4872.

CASUAL WARDS.

Lack of uniformity of treatment in, 4903.

Separate cell system advocated, in interests both of professional tramp and honest wayfarer, 4904-8; requirements of Local Government Board as to, excessive, 4907.

Tramp could not be forced to use, instead of common lodging-house, 5020-2.

CHILDREN OF VAGRANTS.

Law as to, should be strengthened, but question bristles with difficulties; weakening of parental responsibility undesirable, 5010-2.

Number very small in proportion to total number of vagrants, 5013-5.

Generally travel with women, 5016.

MR. BALDWIN FLEMING—cont.**COMMON LODGING-HOUSES.**

Vagrants travelling in gangs sometimes send one member (holding their money) to, while rest of gang go to casual wards, 5017.

Absence of, an objection to way-ticket system, 5019, 5023.

Need better supervision and management, 5028-31.

DETENTION OF CASUAL PAUPERS.

On Sunday; opportunity should be given of attending services, 4908.

For two nights gives control over vagrant, but only a few boards of guardians enforce it, 4924-6.

DIET OF CASUAL PAUPERS.

Should be improved, and be equal to that of able-bodied workhouse inmates; men leaving casual wards should be able to obtain food in middle of day and not have to beg or steal, 4934-42.

Absolute uniformity not practicable, 4942.

LABOUR BUREAUX.

Should be established to assist vagrants willing to work, 4967.

LABOUR COLONIES.

With compulsory detention, advocated for vagrants who can, but will not work; cost would probably be less than under present system, 4967-70, 4999-5001, 5002-3.

Would be reformatory rather than deterrent, 5000-1. Existing voluntary colonies might be utilised, if they have means of enforcing detention, in preference to colonies of a penal nature, 5003-8.

MID-DAY MEAL.

Bread tickets approved, as taking away excuse for begging, but bread now supplied is often thrown away, 4886, 4927.

System in Dorsetshire described; worked by mendicity society and not confined to vagrants who go to casual wards, 4928-30.

Cost of, should be defrayed by public, 4931-2.

Tickets should be given through police, magistrates and clergy, 4933.

Should not be handed to casual when leaving casual ward in morning, 4939.

POLICE.

Appointment of, as assistant relieving officers favoured, 4889-91.

Advantages of placing vagrants under control of, 4956-61.

SENTENCES.

Present practice of giving a few days' sentence ridiculous, 4909-14.

Uniformity and minimum sentences advocated at recent Hampshire assizes, 4913.

Recording first and second convictions and subsequent long imprisonment might meet difficulty, 4915.

TASKS OF WORK FOR CASUAL PAUPERS.

Uniformity in, not practicable, 4944-6.

Corn grinding an even and useful task and quite as economical as wood cutting or stone breaking, 4946-7, 4989-91.

Stone pounding an uneven task, 4993-5.

Stone breaking more skilful than stone pounding, 4994.

TRADES UNIONS.

Members of, do not tramp, 4885.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

Cannot be obtained under present system, 4917.

Absolute uniformity not practicable, and not always desirable, 4942-55.

Local Government Board have no practical means of enforcing, 4949-51.

Not possible from elected local bodies, 4952.

Might be secured by county authority, if system administered by police, 4956-61.

MR. BALDWIN FLEMING—*cont.*

VAGRANCY.

- Cost of, should be a national, not a local, charge, 4932.
- Repression in treatment of, a failure; present system most unsatisfactory, 4987-8.
- Treatment of, important as a social question; vagrants a serious burden on the rates, a nuisance and a worthless class, 4996-8.

VAGRANTS.

- Identification of, difficult, 4881-3.
- Many do not enter casual wards, 4893.
- Increase in number of elderly vagrants in 1904, as compared with 1884; possibly caused by influence of Employers Liability Act, and trades unions, 4917-9.
- Total number relieved in 1884 and 1904, 4920.
- Only accidentally a concern of guardians, 4962-6.
- Classification of:—1. Incapables, who should be sent to their own union and permanently detained. 2. Old and helpless, who should be detained and provided for in institutions. 3. Those who can work, who should be dealt with by means of labour bureaux (if willing to work) and colonies (compulsory) if unwilling to work, 4915-7, 4967-70.
- Weakly vagrants should be compulsorily detained in workhouses by order of justices, 4971-86; sometimes treated unsympathetically now, 4971-3.

WAY-TICKETS.

- Expediency of system doubted, owing to difficulty of enforcing uniformity, and practice of indiscriminate almsgiving; system would do some good, but would only affect a small proportion of vagrants, 4876-902, 5019.
- Systems in Dorsetshire and Wiltshire, 4876.
- System (with bread tickets) first started in Hampshire in 1871, before detention for two nights was authorised, 4876-8, 4921-2.
- Hampshire system described—only 120 passes used out of 415 issued in first year, 4879.
- Objected to in 1868 by Sir John Lambert, 4880.
- Identification of casuals a difficulty, 4881-3.
- Might help honest men on tramp, but they are few in number, 4884-5.
- Origin of system dates from fourteenth century, 4886.
- Police should work system, if it is applied generally, 4888.
- Difficulties of enforcing a compulsory system, 4894-4902.
- Morning task should not be enforced, 4923.
- German passport system objected to, 5024-7.

MR. HORACE FLETCHER. See DR. F. G. HOPKINS.

MRS. HIGGS (1285-1546).

- Wife of Congregational Minister, Oldham; became an inmate from philanthropic motives of certain casual wards and common lodging-houses, 1286.

CASUAL WARDS.

- Visits to, made owing to representations by women, 1293-4.
- Objections of women to, 1293-5, 1361, 1371-3.
- Complaints against officials and pauper attendants, 1300-23, 1345, 1357-61, 1385-9, 1419-20, 1438-41.
- Difficulty of obtaining water in, 1332-3, 1335-9, 1348-52, 1393, 1415, 1429-34.
- Instances of casuals being refused admission to, 1385, 1389-91.
- Work in, damages casual's own clothing, 1406.
- Sanitary conveniences in, satisfactory, 1484.
- Better than common lodging-houses for single women, 1486-8.
- Should not be used for women, 1505.

CHILDREN OF VAGRANTS.

- Often met with in common lodging-houses, 1461.
- Should be detained in workhouses, 1533.

COMMON LODGING-HOUSES.

- Personal experiences in, 1468-70, 1483, 1485.
- Compared with casual wards, 1469-75, 1486-9, 1495.
- Sanitary arrangements in, not satisfactory, 1485, 1493-4.
- Scarcity of, for single women, 1485, 1498.
- Cost of beds in, 1490-2, 1496-7.
- For couples, more profitable than those for women only, 1499-502.

MRS. HIGGS—*cont.*

DEWSBURY CASUAL WARD.

- Personal experiences in, 1288-9, 1300-42, 1389, 1426-31.

DIETARY IN CASUAL WARDS.

- Objections to, 1332-5, 1347-8, 1353, 1368, 1395, 1406, 1412-4, 1458.
- Suggested improvements in, 1542-5.

MANCHESTER CASUAL WARD.

- Personal experiences in, 1297, 1379-1425, 1438-44, 1448-56.

NORTH BIERLEY CASUAL WARD.

- Personal experiences in, 1297, 1343-77, 1432-4.

POOR LAW.

- Law of settlement should be abolished, 1546.

SEARCHING.

- Of women at casual wards, 1476-80.

TASK OF WORK IN CASUAL WARDS.

- Hard, and out of proportion to amount of relief, 1481-2.

WOMEN.

- Accommodation should be provided in towns, under suitable conditions, for single women, 1485-6, 1504; they might be received into the workhouse proper, 1505.
- Lady protector should be appointed in connection with every workhouse; suggested duties, 1505-28.
- Feeble-minded women should be compulsorily detained, 1529-30.
- On tramp with their husbands should be taken into workhouse and possibly detained, 1532-41.

WORKHOUSE.

- Instance of female vagrant being refused admission to, 1421.

VAGRANCY.

- Alleged to be a happy and healthy life for women, 1534-6.

DR. F. G. HOPKINS, M.A., D.Sc., M.B., F.R.S., AND MR. HORACE FLETCHER (10793-10926).

- Dr. HOPKINS is Reader in Physiology at Cambridge University; has given considerable attention to questions of dietary from a physiological point of view, 10793-4.

- Mr. FLETCHER, an American greatly interested in the economics of dietary who has taken part in the recent researches of Dr. Chittenden and others in the United States of America, 10793.

DIETARY.

- Constituents of food stuffs and their purposes, 10795-809.
- Standards of diet from experience and experiments: Leibig's view as to source of muscular and mechanical energy not now accepted, except perhaps to a certain extent by Pflüger, 10796.
- Voit standard the universal basis, and recent studies tend to approximate to it, 10796, 10801.
- Atwater standard higher than Voit, but evidence not sufficient to justify acceptance of it, and his views have since been modified, 10796-8, 10802, 10851-4.
- Chittenden standard much lower than Voit; experiments conducted under natural conditions with varied dietary show that Voit proteid minimum can be reduced by one-half without harm or loss of efficiency, 10798-10800, 10803-9, 10859.
- Dr. Edward Smith's dietary for able-bodied (drawn up forty years ago) lower than Voit standard, but in view of recent experiments is ample, and may be safely recommended for vagrants under detention, especially if dietary is supplemented by earnings, 10849-62.

DR. F. G. HOPKINS AND MR. HORACE FLETCHER
—cont.

DIETARY—cont.

Nutritive values of prescribed diet for casual paupers: diet not sufficient for man doing fair day's work, but with good meals before and after detention it would offer no danger, 10810-31, 10897.

No positive evidence that low proteid diet affects man's power of resisting disease, or makes him deficient in energy, 10832-8.

Diet of Japanese sailor and peasant, 10836-7, 10901.

Dangers of excess of proteid dietary, 10839-48.

Proteid food more expensive than carbo-hydrates, 10841.

Suggested standard for vagrants detained in labour colonies, supplemented by canteen system, 10849-51, 10855-62.

Food given to vagrant for work done should be a cheap food, 10863-4.

Mid-day meal for vagrant might be suet pudding, or bread with cheese rich in fat, 10865, 10922-6.

Effect as regards diet, of work in open air and cells, 10866-8, 10892.

Recent discoveries render reconsideration of workhouse and prison dietaries expedient, 10869-72.

Scientific diet need not be uncongenial; the quantity might not be attractive, but canteen system would remedy deficiency, 10873-84.

Human body would adjust itself to alterations in diet in ten days or a fortnight, 10880-2.

Diet on Chittenden's standard might be punitive, but it would be harmless, at any rate for three months, 10885-7.

Hard work (stone breaking, etc.), although in open air, would require higher standard than lighter work (picking oakum, etc.), 10888-91.

Working under depressing conditions (*e.g.* in cells), affects diet needed, 10892-3, 10896.

Cell system involves set ration for each individual, which must be sufficient to meet every case, 10894-5.

Habit, custom, race and climate are important factors in diet, 10898-900.

Bread and (especially) oatmeal, cheaper than meat as proteid food, 10902.

Cheese a good addendum to bread diet, 10903-5.

Meat juice, soup, broth, etc., useful as stimulants to appetite and digestion, 10906-16.

Difficulty of obtaining sufficiently low proteid diet with bread and oatmeal as basal foods, 10918-9.

Fats are expensive foods, 10920.

Amount of proteid should be reduced to a certain standard if excess over that standard is shown to be bad, 10921.

MR. J. HOWE (2011-2375).

President of Workhouse Masters' Association, 2015-7. Has been master of Cuckfield workhouse for nineteen and a half years; was previously master of Daventry workhouse, and schoolmaster in three or four workhouses; has been in Poor Law service about thirty-five years, 2013.

BATHING.

Strictly carried out at Cuckfield, 2075; but not at every workhouse, 2080, 2083.

Sometimes objected to by casuals, 2076-7.

Aids detection of disease, 2079-80.

Water not changed for each vagrant, 2081-3.

BEGGARS.

Formerly numerous, but have decreased with decrease in vagrants, 2239-43.

Sunday a good day for, 2291-3.

CASUAL PAUPERS.

Men genuinely in search of work treated exceptionally at Cuckfield, 2089; but proportion very small, 2089-90, 2245.

Present system of dealing with, satisfactory if uniformity were observed, 2109; workhouse masters should have absolute discretion, 2110, 2374-5.

Food in possession of, on admission to casual ward returned on discharge, 2223-5.

Often spend their last money in drink before entering casual wards, 2227-8.

More frequent in winter than in summer, 2261-6.

MR. J. HOWE—cont.

CASUAL WARDS.

At Cuckfield, admissions since 1885, 2018; recent decrease attributed to task of stone pounding and stringent carrying out of regulations, 2018-21, 2173-9; not to alteration of diet, 2313-9; or task, 2321-3; complaints received from neighbouring unions, 2180-2; staff and arrangements described, 2143-72, 2287-93.

Many wards unsatisfactory, 2097, 2100-8, 2169.

Separate cell system would meet all requirements, 2097.

Loafers prefer to be in association, 2098-9.

Sometimes used as lodging-house, 2140, 2232-3.

CHILDREN. *See* WOMEN AND CHILDREN.

COMMON LODGING-HOUSES.

Absence of, at Cuckfield and Haywards Heath, 2069, 2071, 2229-30; effect on casual wards, 2231.

Sometimes bad and verminous, 2099-100.

DETENTION.

Over Sunday should be enforced, 2287-93.

DIETARY OF CASUAL PAUPERS.

Gruel an attraction to casuals, 2049-50.

Food often thrown away by casuals, 2221.

Whether it renders man unfit for work, 2365-6.

ENFORCEMENT OF REGULATIONS.

Reduction in number of casual paupers attributed to, 2173-7, 2197.

INFECTIOUS DISEASE.

Casual paupers should be inspected weekly or fortnightly by medical officers simultaneously at all wards, 2078, 2308-12.

LABOUR BUREAUX.

At police stations or workhouses advisable, 2131.

LABOUR COLONIES.

Penal colonies advocated for vagrants who can but will not work, 2121-8; other colonies—not penal—might be established for men who would work if they could get it, 2129-30.

To be successful must probably be established on different lines to existing colonies, 2294-7.

MID-DAY MEAL.

Advocated, if made uniform and universal, 2091-2, 2095-6, 2118-9.

Casuals sometimes allowed to take unconsumed bread ration from casual ward, 2115-6.

No legal provision for, 2117.

Generally obtained by casual by begging from poor people, 2366-8.

POLICE.

Co-operation of, beneficial in dealing with vagrants, 2110-4, 2267-9, 2308.

Good effect of visits by, to casual wards, 2219-20, 2361-3.

PRISON.

Sometimes preferred to performing task in casual ward, 2054-62.

Diet in, better than in casual ward, 2355.

SEARCHING OF CASUAL PAUPERS.

Strictly carried out at Cuckfield, 2075; pipes and matches returned on discharge, 2088.

Unpopular, 2084.

Money generally hidden before entering casual ward, 2085-7.

SENTENCES.

For refusing task at Cuckfield always twenty-eight days, 2048, 2060; magistrates support guardians by giving uniform sentence, 2197-9.

Short sentences (two to seven days) useless, 2199-201. Should be uniform, 2308.

MR. J. HOWE—*cont.*

TASKS OF WORK.

Stone pounding at Cuckfield, reduction in vagrancy attributed to, 2018-21, 2029, 2173-7, 2272-5; stone-pounder described, 2022-6; about 33 per cent. of casuals put to, 2027, 2073-4, 2171; a deterrent task, 2029, 2044-5, 2052-3; work easy and unskilled, 2035-7, 2184-9, 2250-1, 2254, 2337; cost of stone and price obtained for pounded material, 2038-40; task profitable—material utilised for making paths, concrete, etc., 2191-6, 2255; prosecutions for refusing, 2046-8, 2332-4, 2354-5; if illness or inability pleaded medical officer's certificate obtained before prosecuting, 2209-18, 2343-6, 2352-3; method of performing task, 2325-31.

Stone pounding now fairly uniform throughout Sussex, 2051, 2183.

Gardening and pumping as tasks, 2041-3.

Tasks should be uniform and universal, 2045, 2308, 2340-2; difficulty of securing uniform material, 2356-8.

Tasks should be irksome and unskilled, 2110.

Stone pounding more deterrent than stone breaking, 2248-9, 2335-8.

Stone breaking a skilled task, 2252-3; whether it would be profitable, 2356; flint the best stone, 2359-60.

Task for women at Cuckfield, 2320.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

Should be enforced, if present system is continued, 2308.

VAGRANTS.

Classification into (1) those who can but will not work, (2) those who would work if they could get it, and (3) those incapable of work, 2120-1, 2129.

Often refuse work if offered, 2131-2, 2237-8.

Proportion of honest wayfarers under 3 per cent., 2133-4, 2234-6.

Attracted by large works, 2135-6; contractors should be required to provide accommodation for their workmen, 2136-9.

Not an underfed class, 2222.

Care of, should be transferred to Home Office or police, 2298-2308.

WAY-TICKETS.

Advocated, including allowance of bread at midday; tickets to be given to vagrants on discharge from casual wards, and bread to be obtained and eaten at recognised centre, 2091-6; system would prevent begging, 2092; would be an advantage to honest men, and a deterrent to loafer, 2093-5; should be uniform and universal, 2095-6; holder of ticket might be discharged next morning without task if system were made universal, 2246.

WOMEN AND CHILDREN AT CUCKFIELD.

Children fewer than in previous years, 2064-7, 2072, 2319.

Attention of National Society for Prevention of Cruelty to Children called to children not properly cared for, 2067, 2070, 2270-2, 2324; resulting in fewer women and children coming to workhouse, 2177, 2256.

Children sometimes sent to industrial school, 2257-9; but existing law not strong enough, 2276-86.

Children detained for inquiries if admitted alone, 2259.

Children should be taken away from habitual tramps, 2282, 2349; their parents might be sent to labour colonies, 2350-1.

Women received by female attendant, 2364.

WORKHOUSE MASTERS' ASSOCIATION.

Suggestions of, 2078, 2091-3, 2121-30, 2245, 2282, 2298-308, 2339-42, 2349, 2365.

WORKMEN'S COMPENSATION ACT.

Possible effect on vagrancy, 2020.

MR. JOHN HUTTON, M.P. (3921-4161).

Chairman of North Riding county council. Was for seven years chairman of North Riding quarter sessions, 3922-3.

ALMSGIVING.

Vagrants mainly supported by poorer classes, 4087-8.

If almsgiving ceased, vagrancy would probably cease also, 4089-90.

CASUAL PAUPERS.

Under present system of relief to, police co-operation desirable, 3971-3.

CASUAL WARDS.

Treatment in, compared with that in prison, 3927.

Separate cell system and enforcement of regulations at Northallerton have reduced vagrancy, 4055-65.

Separate cell system probable cause of decrease in vagrancy in North Riding, 4068-71.

CONVICTIONS OF VAGRANTS.

Record of, should be kept, 4026-30.

DETENTION IN CASUAL WARDS.

Regulations have been effective to a certain extent, but a weakness of the system is the discretion allowed to workhouse masters, 3927.

LABOUR BUREAUX.

Useful; employers should supply information to police, 3927, 4136-7.

LABOUR COLONIES.

Advocated, 3927.

Belgian colonies too large; bad effect on inmates, 3927, 4083-5.

Professional vagrants should be committed to, 3939.

Should be under supervision of Home Office, with local inspection, 3948-51.

Contributions towards cost should be made from county rates, 4046-8.

Classification in; criminal class should be excluded and confirmed tramp kept apart from others, 4094-7, 4133.

Sexes should be kept separate, 4151.

Colonies should accommodate from 100 to 200 men, 4152.

Agricultural labour in, not essential, 4154-5.

PENAL WORKHOUSES.

As in Denmark, advocated, to which vagrants should be committed by quarter sessions after repeated convictions, 3927, 3989, 4000-17, 4140-7.

Danish penal workhouses described, 3991-4006.

POLICE.

Control of vagrants should be transferred to; large proportion of wayfarers are professional vagrants and semi-criminal, and police are proper persons to deal with them, 3927, 3952-5, 4072-81; whether it would be necessary to increase force, 4126; existing casual wards might be utilised by police, 3956-66, 4078-82; new wards would only be necessary in a few cases, and some wards might be closed, 3967, 3968-9; sergeant or inspector should have supervision of each casual ward, 3970, 4124-5; danger of police catching disease from vagrants, 4122-3; female tramps would be looked after in same way as female prisoners, 4127-8.

Men arrested in North Riding supplied at police stations with meals, 4041-4.

Discipline and management of police preferable to that of workhouse officials, 4045.

PRISON.

Increase in number of vagrants committed to, 3927, 3974.

Prison preferred to casual ward by vagrants; food, warmth, attendance, and exercise in prison superior, 3927, 3961-2; prison bath superior, 4117.

Prison discipline should be made more severe, 4120.

Treatment in, compared with that in casual wards, 3927.

Vagrant prisons should be penal workhouses, as in Denmark, 3989-91.

MR. JOHN HUTTON, M.P.—*cont.*

SENTENCES.

Short sentences harmful and not deterrent, 3927, 3980.
Seven to fourteen days the average in North Riding, but no understanding exists amongst the magistrates as to length of sentences, 3975-8.
Longer sentences advocated for vagrants, 3930.
Twenty-eight days sufficiently deterrent, as a first sentence, 3979.
Minimum sentence should be twenty-eight days, 3983-5.
"Binding over" suggested for first and second conviction, with long sentence on third conviction; as to recording sentences, 4026-33.

STATISTICS.

As to vagrancy in Northern district, 4059, 4066-7.
Same men counted again and again, 4134-5.
Not reliable in case of dishonest workhouse master, 4071.

TASKS OF WORK IN CASUAL WARDS.

Should be unskilled and suitable to district—stone breaking, oakum picking and wood chopping advocated, 3931-4.

VAGRANCY.

Decrease in North Riding between 1899 and 1903, due to adoption of separate cell system, carrying out of regulations, and activity of police, 3927, 4059-71, 4110-6; increase in Durham and Northumberland, 4067.
Existing system and treatment described, and alterations suggested, 3927.

VAGRANTS.

Should receive remuneration for work, even in casual wards, 3927.
Should be treated entirely apart from Poor Law, 3950.
A nuisance to cottagers in country districts, 3927, 4035-7.
Low standard of comfort of, 3986-8.
Not as a rule guilty of serious offences, 4038, 4091-3.
Frequently walk fifteen miles or more a day, 4034.
Should only be sent to penal establishment by competent court, 4140-7.
Whether temporary influx of, *e.g.* hop-pickers, should be provided for by county, 4148-50.

WAY-TICKET SYSTEM.

Gloucestershire plan favoured, but to be effective care of wayfarer should be transferred to police, and cost to county rate, 3927.
Possibility of ticket being used for begging purposes, 4024-5.
System should include bread ticket for mid-day meal, 4156-61.
Honest wayfarer should be provided by police with pass, entitling him to lodging and food at expense of county rate, 3927, 3937-8, 4018-21, 4077, 4101-6.
System would assist police in distinguishing *bona fide* cases, 3940-7.
Doubtful case would be a different kind of ticket, 4022-3.
Bona fide wayfarer would not object to go to police for ticket, 4075-6.
Difficulty as to identity of holder of ticket might be met by system of finger prints, 4098-100, 4129-32.
Man might be passed on by rail, 4138-9.

WOMEN AND CHILDREN.

Would probably cease to lead vagrant life if men were taken off road, 4086.

WORKHOUSES.

If casual wards cease to be under Poor Law, casual applicant might be received at, 4107-9.

LIEUTENANT-COLONEL H. B. ISAACSON (9048-9175).

Governor of Manchester prison, 9048.

CASUAL PAUPERS.

Dislike supervision by ordinary paupers, 9168.

CASUAL WARDS.

Manchester wards well managed, 9168.

DIETARY OF PRISONERS.

Depends on length of sentence: seven day prisoners get A. diet, and fourteen day prisoners B. diet at end of seven days, 9059, 9063-4.

LABOUR COLONIES.

For habitual vagrants favoured, under control and at cost of State, 9077-88.

Inmates might be allowed to earn rewards as inducements to work, but all should be fed alike; persistently idle men should be sent to prison, 9089-94, 9169-71.

PRISON.

Preference for, to casual wards and workhouses, an old story, 9065-8, 9174-5.
Prisoners convicted of vagrancy should not be classed or associated with criminals, 9069-70, 9079.
Records of 137 offenders under Vagrancy Act: many not really criminals but of working class, 9070-7.
Accommodation in Manchester prison; practically always full, 9095-6.
Commitments to Manchester prison in one year; proportion for vagrancy offences, 9122-7.
Life in prison described, 9128-37.
Locking in cells for few days a deterrent, 9147-51.
Conditions in, have been somewhat ameliorated in recent years, 9152-6.
Prison is punitive for man committed for fourteen days, 9157.

SENTENCES.

Mostly seven and fourteen days for vagrants, 9060-2.

SLEEPING OUT.

Raids often made by police on sleepers out in Manchester, 9116-8.
Offenders should be sent to house of detention, not to prison, 9119-22.

TASKS OF WORK IN PRISON.

Oakum picking, the task in Manchester prison for prisoners of vagrant class: task varies according to quality of junk and physical condition of prisoners, 9050-8, 9097-9105.
Hours of work in Manchester prison: prisoner has nothing to do after task is finished, 9106-9.
Many prisoners exempted from work by medical certificate, 9110-3.
Punishments for refusal of task, 9114-5.
Men unfit for hard work put on industrial labour, 9134-7.
Treadmill, crank and stone breaking not now in existence at Manchester prison, 9138-44, 9172-3.
Oakum picking a greater punishment than treadmill, except to novice, 9145-6, 9153; a penal task, 9147.

VAGRANTS.

A large proportion not criminals, 9158-66.
Would not object to being controlled by police instead of by guardians, 9167.

CAPTAIN FULLARTON JAMES (7506-7747.)

Chief constable of Northumberland, 7506.

BEGGING.

Not many complaints as to begging by vagrants in Northumberland, 7712-3.

CASUAL PAUPERS.

Seldom detained for two nights in Northumberland, 7541-2.

CAPTAIN FULLARTON JAMES—*cont.*

CASUAL WARDS.

- None in Scotland, 7608.
- Some in Northumberland might be closed if area of chargeability were extended, 7638-40.
- Police administration would be an advantage, 7641-5, 7707-9.
- Distance between certain wards in Northumberland, 7728-9.
- Might be placed under joint committee of guardians and members of standing joint committee, with policemen or ex-policemen as superintendents under control of chief constables, 7738-45.

CHILDREN OF VAGRANTS.

- Child vagrancy decreasing, 7531-4, 7715.
- No special action taken in Northumberland as to, 7717-8.

COMMON LODGING-HOUSES.

- Inspection of, by police desirable, 7735.

LABOUR BUREAUX.

- At casual wards and police stations giving information as to work in neighbourhood, would be of advantage; description of book issued by chief constables of Scotland giving this information, 7601-7.

LABOUR COLONIES.

- Advocated for tramps refusing to work, 7674-8.

POLICE IN NORTHUMBERLAND.

- Act as assistant relieving officers in certain unions; system successful and should become general; possible difficulties, 7508-14, 7615-21, 7710-1, 7736.
- Inspect casual wards and common lodging-houses, but not regularly, 7515-8, 7622-5.
- Census of vagrants taken by; about 60 per cent. slept in casual wards, 7519-31, 7540-1, 7679, 7725.
- Telephonic communication between police stations very useful in dealing with vagrants, 7563-5.
- Ex-policemen as workhouse masters more successful than others in checking vagrancy, 7571-2.

PRISON.

- Preference for, not expressed by vagrants in Northumberland; no extra comforts in Newcastle prison, 7646-7.
- Cost of taking vagrant to, 7648-51.
- Sometimes helps vagrant on his way, 7652-6, 7732-4.

SEARCHING OF CASUAL PAUPERS.

- Whether absence of, leads to drunkenness, 7746-7.

SENTENCES.

- Seven days or under useless and costly; longer sentences the remedy, 7579-81, 7585, 7657-80.
- Majority of prisoners are serving short sentences, 7584.
- Recording first conviction, with subsequent long sentence, would repress vagrancy, and result in fewer admissions to prison, 7582-3.
- Minimum sentence of fourteen days suggested, 7661-3.

SLEEPING OUT.

- Not regarded as a serious offence, 7667-8.
- Practice more frequent in Scotland than in England, owing to absence of casual wards, 7669-71.

TASKS OF WORK.

- Wood chopping and stone breaking in Northumberland casual wards, but tasks seldom enforced, 7543-4.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

- Should be secured; county administration and county area of chargeability suggested; some casual wards might be closed, 7567-70, 7637-45, 7707-9.
- Regulations of Local Government Board not enforced in many unions; workhouse masters sometimes slack in dealing with vagrants, making wards popular; difficulties of small unions, 7570-1, 7626-36.

CAPTAIN FULLARTON JAMES—*cont.*

VAGRANCY.

- Considerable increase in, in recent years; attributed to termination of war, slackness of trade, and lower wages, 7554-8, 7714-6.

VAGRANTS.

- Average rate of walking of, 7528.
- Estimated total number in England and Wales, and Scotland, on basis of Northumberland census, 7546-53.
- Complete census of, for England might be taken with little difficulty, 7537-9.
- Found more in agricultural than in mining and manufacturing districts, 7551.
- Commit minor offences in great number, which give much trouble, but not crimes of violence; gipsies commit more violent crimes than other vagrants, 7559-61, 7664-6, 7680-1.
- Cases of intimidation by, not now frequent, 7562, 7566.
- Pedlars and hawkers; system of granting and renewing certificates needs improvement; possible effect on vagrancy and crime, 7573-8, 7682-7706.
- Proportion of men *bona fide* in search of work small, 7586-7, 7675.
- Vagrants classified into (1) incorrigible or work-shy, the great majority, who are mostly able-bodied; (2) travelling labourers, who work only two or three days and then drink; (3) pedlars, who do little harm, 7587-92.
- Vagrants a nuisance requiring repression; detention in labour colonies advocated for those refusing to work, 7672-8.
- Proportion sleeping in casual wards in Northumberland on a particular night, 7679.
- Commit few offences against poor law, 7719-24.
- Number of gipsies in Northumberland, 7726.
- Control over gipsies not desired; Inclosure Act sufficient remedy, 7727, 7730-1.
- Finger-print system of identification of, favoured, 7737.

WAY-TICKETS.

- Gloucestershire system—if made general—not likely to do much good, but it would prevent begging, and police would be brought in closer touch with vagrants, 7593-600, 7609-14.

WOMEN.

- Number of women on road small as compared with number of men, 7535-6.

MR. H. A. JURY.

- Chief inspector of Common Lodging-Houses under the London County Council. *See* SIR SHIRLEY MURPHY.

MR. BROOK T. KITCHIN, F.R.I.B.A., (9878-10147).

- Has been Architect to Local Government Board for four years; was assistant architect for eight years previously, 9878-9.

CASUAL WARDS.

- Schemes for erection of, how initiated and considered; often rejected by Local Government Board on account of cost, 9880-90, 9910-5, 9963, 10145-6.
- A model plan might be of advantage, but, on the whole, present system preferred, 9891-3, 9901.
- Difference in cost per bed in London and country; how accounted for, 9894-8, 9916-31.
- Requirements of Local Government Board as to separate cells; no difference in requirements between London and country, 9901-5, 9935-6, 9932-3, 10055, 10087-93, 9961, 10125-8.
- Locking cells; inmates allowed out if they wish it, 9906-9.
- Loans for new wards repayable in thirty years, 9934.
- Cost of, in London, a charge on Metropolitan Common Poor Fund, 9937-8.

MR. BROOK T. KITCHIN.—*cont.*CASUAL WARDS.—*cont.*

Economy always considered by Local Government Board, not (because of Metropolitan Common Poor Fund) especially in London, 9939-41, 10057, 10069-71. Hackney wards described; cost excessive, 9942-56, 10002-6, 10079-86.

Provision of, in London very costly; 15 per cent. of cost due to requirements of London Building Act, 9957-64, 10112-8.

Mostly paid for out of loans, a system leading to extravagance, 9985-7.

Cost of, at Hackney and at other unions, 10007-24, 10103-7, 10120-2.

Accommodation at Poplar wards, 10021.

Buildings in floors not cheap owing to requirements of London Building Act as to fireproof floors, 10025-7.

Expenditure on, has increased of late years; but not the requirements of Local Government Board, 10042-7. Bye-laws of local authority are independent of Local Government Board requirements, 10048-9.

Guardians in London and big towns not inclined to economy, 10050-4.

Drainage arrangement a serious matter in London, 10056.

First estimates uncertain and unreliable, and generally exceeded, misleading the ratepayers; whether loans should be limited to original estimate, 10058-68, 10142-4.

Increased original expenditure sometimes reduces cost of upkeep, 10072-5.

No objection to working bunks being in open air, 10094-5.

If women were treated separately in workhouse, cost of wards would not be largely reduced, 10096-8.

Accommodation for staff and administration costly, 10098-108.

London and provincial wards compared, 10108-10.

No material reduction in cost can be made, if cellular system continued, 10111.

Cost of administration increases when wards are on site separate from workhouse, 10123-4.

Wards opened in recent years, 10127-35.

Local Government Board might fix average cost for London, but it would not be entirely satisfactory, and would be difficult in country, 10136-41.

Wards might be used for ordinary workhouse inmates, 10147.

LABOUR COLONIES.

Plan of suggested colony; average cost per inmate for buildings, 9899-900.

Lingfield colony; cost of buildings, 9967-73.

Durability of wooden buildings; advantage of creosoted wood, 9974-84.

In foreign colonies buildings erected by colonists themselves, 9988-90.

No objection to four rows of beds in, 9991-6.

No objection to wooden buildings in country, with safeguards in case of fire; difference in cost about 20 per cent., 10032-5.

If experimental, temporary buildings of wood and iron recommended, 10036-41, 10076-8.

WORKHOUSES.

Distinction between ordinary workhouse and test house, 9997, 10000-1.

Unions may combine to build joint workhouse, 9998-9.

London Building Act applies to workhouse buildings, increasing cost of construction, 10028-31.

Cost of certain test houses for able-bodied men, 10119.

MR. DAVID LAMB (6101-398, 6985-7505).

One of the chief officials of the Salvation Army; has been an active officer in the Salvation Army for over twenty years, 6103; was governor of Hadleigh colony for five years, 7339. Is a guardian of the Rochford union, 6223.

CASUAL PAUPERS.

Special census taken of men in London casual wards; summary of census and inquiries, 6106-21.

Not anxious to lead casual ward life, 6360.

MR. DAVID LAMB.—*cont.*

CASUAL WARDS.

Wards at Rochford workhouse unsatisfactory, 6223-6. Cost of building new wards a serious item to country unions, 6227-9.

Must be retained for some time, but should be gradually eliminated, 6230-2, 6237-42.

CHILDREN.

How dealt with by Salvation Army, 6210-3.

EMIGRATION.

Advantages of an organisation like Salvation Army in dealing with, 6163.

Not many vagrants have been emigrated by Salvation Army, but on the whole they have done well, 6164-7; numbers sent from Hadleigh, 7104.

Emigrants in trouble in Canada would return to Salvation Army authorities there, 6308-10.

Instance of successful emigrant to New Zealand, 7354-5.

HADLEIGH LAND AND INDUSTRIAL COLONY.

An absolutely voluntary colony, 6132.

Accommodation at, and number of inmates received, 6139, 7267, 7357-60.

Staff at; some promoted colonists, 6140-1, 7337-45, 7206-11.

Work mostly agricultural and brick-making, but other trades are taught with success, 6142-54, 6339-41.

Instances of successful colonists, 7353-5.

References to, in book "The Story of a Great Endeavour;" "able-bodied" construed as "willingness"; mark of prison no bar to admission; age no bar; aim of colony, 6154-62, 6329-35, 6169-76, 6180.

Places of skill or trust open to colonists, 6173, 7309-14.

Results of training in, described, 6173-6.

Classification in, largely in hands of governor, 6177-8.

Certain criminals might not be admitted, 6179-80.

Has been in existence about fourteen years, 6181.

No special accommodation for children, but cottages are provided for married people, 6208.

Men with families; how dealt with, 6209, 7326-36.

Cases not followed up, as a rule, after discharge from colony; impracticable and undesirable to do so, 6295-6311, 7355-6.

Cost of colony; capital expenditure added to by purchase of land for prospective improvement, 6342-8, 7346, 7389-98.

Not a vagrant colony; more for unemployed, 6349-50.

Not many inmates leave without notice, 6361-3.

Inmates mostly wear their own clothes, 6364-6.

Buildings described; cost of, much less than buildings at Rochford union workhouse, 6367-82, 6376-9.

Competition with local shops occasionally complained of; neighbouring farmers sometimes benefited by colony, 6385-98, 7268-76.

Cases received in, from Broadmoor for compulsory detention; payments received for such cases, 6991-4.

Payments made by guardians for men sent to; in some cases men earn their keep and guardians cease to pay, 6992-9, 7383.

Arrangements for medical attendance at, 7015-6, 7228-9.

Arrangements for religious services, 7017-23, 7260-5.

Inmates of London casual wards occasionally received, but most London guardians send ordinary workhouse inmates, 7044-52.

Class of men received at colony; casual ward class would be refused, 7089-91.

Boards of guardians sending fewer cases; probable reasons, 7053-7.

Men returning to union from colony not always prosecuted for refusing to maintain themselves, 7058-60.

Particulars as to certain men sent to colony by Woolwich guardians, 7061-76.

Men must be willing to work; how willingness is decided, 7077-8.

Every likely applicant would be placed in probation colony, 7079-84.

Men often sent away for want of room, 7081-2.

Men not generally admitted off road except through city colony, 7085-7.

MR. DAVID LAMB—*cont.*HADLEIGH LAND AND INDUSTRIAL COLONY—*cont.*

Percentage of successes claimed as result of treatment in; particulars as to, 7103-24, 7234-8, 7361.
 Women and children employed for fruit picking, etc., 7209.
 Food at; minimum fixed; colonists can purchase additions out of earnings, 7212-8.
 System of tokens preferred to money, 7219-23.
 Men refusing to work discharge themselves, 7224-7, 7239.
 Work provided for partially disabled men, 7230-2.
 Colony consists of receiving farm and main farm, 7233-5.
 Class of work done by "gentlemen's brigade" (doctors, solicitors, etc.), 7266.
 Earnings of colonists; if banked with Salvation Army interest given, 7277-9.
 Discharged colonists sometimes cause nuisance by loafing around colony and village, 7280-3.
 Visits of police to colony discouraged, 7284-7.
 Drink the chief cause of inmates having fallen from good positions, 7288.
 Certain inmates paid for by relatives or friends, 7289-95.
 Percentage of men admitted from workhouses, 7296-7; percentage for whom no payment is received, 7298.
 Men sent by Mansion House and "unemployed" funds unsatisfactory, and had to be kept separate, as they demoralised others; their families were not received, 7299-308, 7315-25.
 Inebriate home at, kept separate, but some inmates work on colony, 7347-50.
 Average value of inmate's labour, 7351-4.
 Accounts of colony; valuation of stock, etc.; probable loss on colony, and cost per man, etc., 7346, 7362-403.
 Only a few men received from Salvation Army shelters and workshops, 7414-9.
 Discharged inmates have fares paid to place whence they came, 7453.
 Inmates ultimately maintain themselves, 7472-4.
 Hours of work in colony, 7478-80.
 More inmates in winter than in summer, although less ordinary work is available, 7481-5.

LABOUR COLONIES.

Advocated for London vagrants, with compulsory detention, 6125-31.
 Voluntary colonies should be established apart from, but in close touch with, compulsory colonies, and under one administration, 6133-4, 7204-5.
 Many men would voluntarily enter compulsory colony, as in case of inebriate retreat, 6134-8, 6254-5, 7088.
 Many men now in prison might be transferred to, 6169.
 Children of colonist should be taken from him, but placed near colony, 6207.
 Whether man compulsorily detained would be a prisoner, 6256-9.
 Treasury might contribute towards cost of maintenance of vagrants detained, 6260-1.
 Probable number to be detained, 6262-5.
 Establishment of colonies would have deterrent effect on vagrancy, 6266-7.
 Whether, like workhouses, colonies would be objected to, 6267-78.
 Colonies worked by charitable institutions preferable, but State colony might be necessary for hopeless cases: philanthropic management more successful than official management, 6279-82, 6287, 7096-102.
 Suggested period of detention one to three years—hopeless ones for life, 6283-6, 6315.
 Result of dealing with the first 10,000 cases—the "arrears"—not hopeful, 6288, 6353.
 Foreign colonies not found to be reformatory; colonists find it difficult to obtain employment outside, 6289-94, 7166-71.
 Advantages of compulsory detention, 6312-5, 6352.
 Teaching a trade in, would be expensive, but it is the only chance for hopeless men, 6316-31.
 Farm colony idea not a new one, 6336-8.
 Colonies should be industrial as well as agricultural, 6340-1.
 Responsible authority should arrange to send cases to philanthropic colony like Salvation Army colony; cost, how to be charged, 6354-8.

MR. DAVID LAMB—*cont.*LABOUR COLONIES—*cont.*

No difficulty anticipated as to safe custody of inmates of voluntary colony, 6359-63.
 Buildings should be cheap, and exempt from building bye-laws, 6383-4.
 Men committed by magistrates could be sent at once to separate farm at Leigh Park; they would be kept separate from existing colonists and under stricter supervision, 6985-8, 7000-7; farm would be subject to Government inspection, 7014; accommodation at Leigh Park, 7257-9.
 If Salvation Army scheme carried out, much more accommodation would be required: cost of fresh sites and other accommodation could be provided for in same way as in scheme for light railways, 6989-90.
 Industries to be established must be determined largely by locality, 7008.
 Difficulty of establishing industry lessened by inmates being sent for term of years, 7009-13.
 Intermediate institution between colony and free life required: "discharge machinery," 7170-5, 7454-5.
 Work in, decreases naturally in course of time, 7194-5.
 Costly permanent buildings not desirable, as development of colony cannot be foreseen, 7194-203.
 No difficulty anticipated with men refusing to work, 7239-43.
 Eighty per cent. of the casual ward habituals would probably enter colony voluntarily for one year: at end of year they could be recommitted, 7244-56.
 Religious services at: ministers could have access, 7260-5.
 Probable cost of establishing: cost might be met by scheme, based on Light Railways Act, the State finding the capital expenditure, 7379-81, 7458-66, 7489-92.
 Earnings of colonists should be controlled, 7456-7.
 Appointment of officers, if State provided colony, 7467-8.
 Regulations for conduct of inmates should be drawn up and approved by Secretary of State, 7469-71.
 Colonist should earn his food and have a choice beyond a certain minimum, 7493-502.
 Bearing of, on unemployed question, 7502.

PRISON.

Not now deterrent, and often preferred to casual wards, 6189.

SALVATION ARMY CITY COLONIES.

Are workshops in town, 7024-9.
 Men sometimes admitted from shelters, 7034.
 Inmates occasionally sent to Hadleigh, and *vice versa*, 7041-3.
 Not popular with loafers, because of task of work exacted, 7093-5.
 Are free shelters provided for destitute men, 7422, 7425-7.

SALVATION ARMY SHELTERS IN LONDON.

Number of shelters, accommodation at, and average number relieved, 6182-3, 6186, 7411-4.
 Shelters are graded: payment varies from 2d. to 6d., 6184-5.
 None are free; all supposed to pay their way; food sometimes supplied free, 7030-3, 7165, 7176-84, 7404-5, 7423, 7430.
 Intended for casual workers, not loafers, 7034-40.
 Cheap food and shelters render loafing easy; whether loafing is increased by these means, 7185-9.
 Might be used as receiving house for habitual night loafers, 7190-3.
 Accounts of, show a profit, 7404-10, 7429-30.
 As feeders for labour colony, not necessary, 7416-9.
 Occasionally give free shelter, 7428.

SENTENCES.

Short sentences useless and expensive, 6187-90.
 Difficulty of following a vagrant if system of recording convictions is adopted, 6191-6.
 Vagrant would probably prefer option of going into labour colony for a year to one or three months' imprisonment, or to being sent up for trial, 6194-5.
 Indeterminate sentences favoured, 7475-7.

MR. DAVID LAMB—*cont.*

SHELTERS AND FREE MEALS.

- Objections to free shelters, 7420-5, 7431-2.
- Lack of shelters would be a danger, 7433-6.
- London shelters full: the need of others, 7437-40.
- Institutions giving free meals in London, 7441-4.
- Make it possible for sleeping out class to continue their existence, but also lessen the evils of that class, 7445-52.
- Must be continued, under existing social conditions, 7488.

SLEEPING OUT.

- Estimated number of persons sleeping out in London on a particular night; 80 or 90 per cent. would welcome opportunity of working, 6123-4.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

- Impossible to secure, if treatment is left in hands of boards of guardians, 6218.

VAGRANCY.

- Bill of 1904 embodies suggestions of Salvation Army; Act of 1824 should be extended; classes to which Act should apply, 6188-9, 7147-64.
- Central authority should be created for whole country to deal with vagrancy, either through police or Poor Law authorities; proposed system described, 6191-3, 6215-22, 6229, 6240-66.
- Policy of Salvation Army based on classification and individual treatment, 6214.
- Industrial conditions, etc., affecting vagrancy, 7486-7.
- Necessity for dealing with, a matter of urgency, owing to its bearing on the unemployed question, 7502-4.

VAGRANTS.

- Proportion of men *bona fide* in search of work, difficult to arrive at; perhaps 5 per cent., 6105-6, 6249; number small; workhouse masters treat them specially, but practice interferes with uniformity, 6249-51.
- Modern conditions as to railways, etc., should prevent existence of class of wanderers, 6236.
- Habitual vagrants should be detained; some would voluntarily submit to detention, 6252-8, 7088, 7091-2.
- Advantages of compulsory detention, 6312-5.
- More hopeless and hardened as a class than the "unemployed," 6351-3.

WAY-TICKETS.

- Modification of continental system possibly desirable, but not at present practicable; men would enter labour colony without ticket; system would be more effective in country than in London, 6197-206, 6233-6, 6245, 7125-30.
- Objections to; implication that State must find work; casual ward class do not want it; discrimination between *bona fide* working man and habitual vagrant a difficulty; absence of means of identification; cheaper to send men on by rail or boat, 6245-8, 7130-46.
- Decent workmen would not object to go to police for tickets, 7139-45.

WOMEN.

- Career of women dealt with by Salvation Army can be followed up for three years, 6311.

MR. J. G. LEGGE (4465-4643).

- Inspector of Reformatory and Industrial Schools, 4465.

CHILDREN OF VAGRANTS.

- Vagrant children in industrial schools stated by superintendents generally to be below average in mental capacity, undersized and underfed, more willing to work in shops and on land than in schoolroom, but less inclined to settled occupation than other children, 4469-75, 4477-9; they turn out well, but not so well as average inmate, 4476.

MR. J. G. LEGGE—*cont.*

CHILDREN OF VAGRANTS—*cont.*

- Children of gipsies, etc., in industrial schools few in number, but described as never settling down when they leave, 4495-7.
- Industrial Schools Acts and other existing Acts probably sufficient to deal with, but any uncertainty might be removed by a definite enactment dealing with children of habitual vagrants, 4575-610.
- Practice of taking control of children away from parents a deterrent to parents—example showing this, 4611-8.
- Should be dealt with under Industrial Schools Acts, not under Poor Law; interference of parents less likely, 4619-28.
- Such children occasionally committed, not as vagrants but for larceny, 4508-9.

INDUSTRIAL SCHOOLS AND REFORMATORIES.

- Only a small percentage of inmates are vagrant children; numbers in Cumberland and Durham schools, 4467-8, 4502-9, 4498.
- Inmates with few exceptions committed to by magistrates, 4480.
- General results of training in, satisfactory, in spite of difficulties with parents, etc., 4485-94.
- Spare accommodation in, attributed to lull in working of Industrial Schools Acts since passing of Education Act of 1902, 4481-3.
- Treatment in, the most practical way of dealing with vagrant children, 4499-501.
- Vagrant children easily distinguished from others on admission, 4518-20.
- No legal obstacle, though administrative objection, to admission of infants to, 4524-5.
- Cost of maintenance in, recovered from parents in some cases, 4526.
- Cost of industrial schools per head; London schools very expensive, 4527-36, 4633-4.
- Size of schools—accommodation should not exceed 200, 4357-41.
- Vagrant children should be treated with others, not separately, 4542-6.
- Inmates of reformatories do not now try to escape, owing to introduction of drill and athletics, 4551-2, 4555-8.
- Reformatories and industrial schools mostly under voluntary committees with Government supervision, 4559-61.
- Schools under local authorities more expensive than those under private management, 4562-4.
- Voluntary local management with co-operation of local authority preferred to that of State, 4565-70, 4573-4.
- Legislation leading up to Act of 1866, 4575.
- Industries in, interfere but little with outside labour, 4638-43.
- Magistrates loth to send children to, especially vagrant children, 4588-9.

LABOUR COLONIES.

- Experiment well worth trying; reformatory school with land for cultivation, as a model; work could be done for surrounding farmers, but outside labour should not be interfered with more than is necessary, 4510-7, 4533-4, 4565-72, 4629-32, 4635-7, 4643.
- Cost in, should not be so high as industrial school or reformatory, 4534, 4548-50.
- How inmates might be kept interested, 4553-5.

STATISTICS.

- As to vagrant children in reformatories and industrial schools, 4502-7, 4521-3.

VAGRANTS.

- Children should be sent to industrial schools, and adults to labour colonies, 4547.
- Many are between twenty and thirty years of age, 4553.
- Charge of, should be transferred to education or police authority, 4623.
- Habitual vagrant should be punished for his vagrancy, 4607-10.

MR. C. S. LOCH, D.C.L. (8545-8851).

Has been Secretary of Charity Organisation Society since 1874. Has visited labour colonies in Germany, 8677.

ARMY.

Many pensioners and Reserve men in a certain London workhouse, 8653-6.

BEGGING.

Figures for, compared with vagrancy, 8553-5.
Law against not strongly enforced since 1893, 8554.
Statistics as to begging and sleeping out offences during past ten years, 8563-4; analysis of figures for certain counties, 8575-83.
Effect of Dorset bread-ticket system on begging offences, 8565-74.

CASUAL WARDS.

Systematic visitation of, recommended, 8702.

COMMON LODGING-HOUSES.

Inmates of, should be "identified," 8633-4.
Sanitary condition of, in London and provinces; power of licensing possessed by London county council should be given to local authorities in provinces, 8737-40.
Frequenters of, fill lowest grade of labour, 8666.
Partly used by men of same class as those frequenting shelters, 8658.

LABOUR COLONIES.

Foreign colonies not very successful: in Germany power of detention sometimes desired, 8677-81, 8749, 8685.
Colonies never paying institutions, 8682-4.
Separation of ex-convicts from other inmates, 8686.
Penal colonies advocated for criminals, under Prison Commissioners and Home Office, 8687-9, 8692; other colonies might be under supervision of Home Office, as in case of industrial schools, 8690-3.
Period of detention in: first sentences important, when man is "corrigible," 8769-73, 8828-30.
Would be remedial in case of young men, and a deterrent for the rest, 8716-8.
"Sweeping the streets" into, not approved, 8736-7.
Vagrants should be sent to, by justices in petty sessions rather than by quarter sessions: quarter sessions might send incorrigible rogues to colonies, 8764-8.
Establishment of penal colonies would be expensive, 8738-41.
Voluntary colonies useful in certain cases, but they should be under definite regulations, 8774-5, 8835-7.
Voluntary colonies should only be started under authority, and should not receive public subsidies, 8788-91.
Size and classification of colonies, 8796-800.
Difficulty experienced by inmates of foreign colonies in obtaining employment outside, 8801.
Children of colonists should be sent to industrial school, 8809-11.

POLICE.

Whether control of vagrancy should be transferred to, 8792-5.

PRISON.

Whether a deterrent to "corrigible" vagrant, 8831-4.

SENTENCES.

No uniformity in London in cases of begging and sleeping out, 8584-90.
Short sentences of a few days neither a deterrent nor a cure, 8694.
Minimum for habitual vagrants should be a year, 8695-6.
A month should be minimum for begging and sleeping out; "defective" man might be treated partly as invalided, and sentence lengthened for his own good; subsequent sentences should end in labour colony, 8697-9, 8711-5.
Indefinite sentences: difficulties of, 8744-8.
Uniformity might be secured by Home Office circular after amendment of Vagrancy Act, 8750-9.

MR. C. S. LOCH—*cont.*

SHELTERS.

Vagrancy and crime fostered by; history of certain persons using shelters, etc., 8607-23, 8635-6, 8657-62.
Indiscriminate shelters strongly objected to, 8622-3.
Should be officially inspected and classified, including Rowton Houses, and the inmates "identified"; new shelters should not be started without official authority, 8624-32, 8671-3.
Bad effect of shelters in Whitechapel on pauperism of district, 8642-8.
Effect of "King's tent" established by Church Army: men attracted from common lodging-houses, etc., 8649-52, 8784-7.
Every case admitted to, should be investigated; probable results, 8659.
Shelter system shows man how to live without work, 8667-9.

SLEEPING OUT.

Analysis of figures for ten years; reduction in London since 1898, 8563-83.
Law against, should be strictly enforced; difference of opinion among magistrates a difficulty; uniformity might be secured by Home Office circular, 8750-5.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

Would be a great advantage in London, 8653.
Absolute uniformity of administration in both rural and crowded districts not desirable, 8704.
Uniformity impossible under present administration by boards of guardians, 8705.
Whether uniformity could be secured by police control, 8792-3.

VAGRANCY.

Effect of South African war on; increase due to lapse of work, not to returning soldiers, 8556-60.
Inquiries by Charity Organisation Society as to; recommendations, 8641-2, 8702-3.
Definition of vagrancy, 8662-5.
Vagrancy Act should be amended in view of modern needs, 8686, 8699, 8754-9.
French law as to, explained, 8742-3.
Unemployed question; its bearing on vagrancy; report of Charity Organisation Society, 8802-6, 8838-9.
"Ins and outs;" how to deal with; practically of same class as vagrants, 8805-8.
Effect of, on labour market; settled and unsettled vagrancy, 8820-4.

VAGRANTS.

Estimated number in England and Wales and Scotland; 8550-4, 8561-2, 8816-9, 8825-7.
Require more stringent supervision, either by Home Office or Local Government Board, 8605-7.
Gipsies; many encamp on Surrey commons, causing a nuisance; difficulty of dealing with them, 8591-8604.
Have intimate knowledge of districts providing shelters, soup, etc., 8616-21.
Percentage of honest men who would accept work, 8670.
Discrimination in treatment of, between ex-convicts and others should be made, 8674-6.
Identification and registration desirable; finger-prints, 8700-2, 8759-63.
One supervising body in each county suggested, 8703, 8709-10.
Numbers would decrease if police rigidly carried out laws against begging and sleeping out, but some sort of refuges would be necessary, 8706-8.
Weak-minded vagrants a numerous class; in some cases compulsory detention approved, 8719-24.
Some form of segregation necessary in certain cases, 8725-6.
Relief to, not at present costly, 8727.
Should only be detained under judicial sentences, the offence being habitual vagrancy, 8727-35.
Control of; joint committee of police and guardians in each county suggested, 8792-5.
Census of; what to include, and how to be taken, 8840-51.

MR. C. S. LOCH—*cont.*

WAY-TICKETS.

Berkshire and Gloucestershire systems taken by themselves, not favoured; reasons, 8776-7, 8780-1.
German system not possible in England, 8778-9.
Dorset system (food tickets) not objected to, 8782-3.

WORKHOUSE.

Admission to, not always better than tramping for man out of work, 8838-9.

WOMEN AND CHILDREN.

Very few on tramp compared with number of men, 8812-5.

MR. H. LOCKWOOD (10438-10609).

General Inspector of Local Government Board. Has been General Inspector in Metropolitan district for eleven years, and was previously Inspector in Midlands and in Eastern Counties, 10438-9, 10537-8.

CASUAL PAUPERS.

In London, a distinct class from those using shelters and common lodging-houses; spend greater part of year in town; numbers identified as habituais, and their ages, 10464, 10503.

Single authority to deal with, required in London, 10498, 10520-1; for a county outside London, whether it might be a joint committee of guardians, 10523-5.

CASUAL WARDS.

Outside London, not visited by identification officers as in London, 10522.

Provision of, not really a Poor Law matter, 10530-6.

In country, mostly within workhouse precincts, and police control would probably cause friction, 10565-6.
Immediate control of, should be in hands of police; inmates might perhaps be regarded as prisoners, 10570-5.

If wards remain under guardians, police might visit wards and see that task is imposed, 10576-83.

Diet and accommodation in country wards not generally satisfactory, 10596.

Cost of, should be county charge, and unnecessary wards should be closed, 10598-10600.

Wards might be let to standing joint committee of county who might appoint workhouse master as special constable for management, 10601-6.

CASUAL WARDS IN LONDON.

System of inspection by visiting officers; object, to identify vagrants liable to detention, and partly to ensure uniformity of management, 10440, 10443, 10516-8.

Difficulties of transferring management of, to police, asylums board, London county council, or joint committee of guardians, 10458-9.

May sometimes be used by persons employed in neighbourhood of wards, but probably not to any considerable extent, 10470-1.

Systematically used by a body of London casuals, 10472-3.

Wards required in each union by Houseless Poor Acts, but system precludes any general arrangement of wards for convenience of Metropolis, 10475-7.

Cost of, a charge on Metropolitan Common Poor Fund, 10477.

Average cost of, heavy; cheaper wards could be erected but for London Building Act, 10478-81.

Refusals of admission to; large number of refusals at certain wards, probably owing to popularity of associated wards and to less stringent carrying out of regulations, 10482-7.

Thavies Inn wards; refusals numerous owing to shelters, etc., in neighbourhood; no evidence as to what becomes of persons refused admission to wards, 10483-4.

Congregation of applicants outside wards sometimes causes nuisance; objection to notice being put up that wards are full, 10488-91.

MR. H. LOCKWOOD—*cont.*

CASUAL WARDS IN LONDON—*cont.*

Casuals refused admission probably not of the class that sleeps out, 10492-4.

Wards mostly conveniently situated for transfer to another authority, 10498, 10566.

Locking in of inmates not unreasonable where bells or other means of communication are provided; otherwise separate cells useless, 10499-502.

Central organisation provided to some extent by system of visiting officers, and by Metropolitan Common Poor Fund, 10519.

DETENTION OF CASUAL PAUPERS.

Casuals not detained in London in all cases for the statutory period; superintendent has discretion to discharge vagrant on morning following admission, 10441-2, 10444-5.

Detention in casual wards deterrent in country, but not in London; increased powers suggested; accommodation and diet better in London wards, 10465-9, 10556-60.

GUARDIANS.

Different boards may combine for purpose of providing schools, asylums, etc., but arrangement not always successful, 10526-9.

Primary duty of, to look after resident poor, 10530-1.

Sometimes discuss questions allied to general politics, 10452-3.

Many individual guardians pay little in way of rates, 10462-3.

LABOUR COLONIES.

Experiment should be tried for habitual vagrants, but with power of compulsory detention for three months at least, 10554-5, 10587-9.

Voluntary colonies not favoured, 10584.

Existing colonies not proved to be reformatory, 10585-6.

Colonies might be graded; in one class men might commit themselves for given period, 10590-2.

POLICE.

Control of vagrants by, would probably mean enlarged force and increased expense, 10564-5, 10607-9.

Honest wayfarer might object to police questioning, but reason for objection not apparent, 10567.

SHELTERS.

Act as feeders to workhouses, infirmaries, and casual wards, 10550-3.

SLEEPING OUT.

A considerable number sleep out in London, but they are separate from class frequenting casual wards, 10492-5.

Police control of casual wards would aid in stopping practice, 10496-7.

TASKS OF WORK.

Casual wards unpopular where task imposed, 10580.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

Treatment not uniform in London; detention, task, and diet vary; treatment left to discretion of guardians, 10444-6, 10449-54, 10474.

No uniformity in country; some unions too poor to provide proper wards; uniformity can be secured only by a single authority for each county, 10447-8, 10523-5, 10565, 10572.

Could not be secured in London by regulations or pressure of Local Government Board, but only by transferring management to one authority, 10455-7.

Police would be more successful in securing than a popularly elected body, 10562-3, 10568-9.

Greater uniformity desirable, both for vagrant and for public; one result would be better food and accommodation for vagrant, 10593-7.

VAGRANCY.

Preference for nomadic life always shewn by a percentage of the community, 10539.

VAGRANT CHILDREN.

Number not large; children of habituais might be taken away from parents, and in some cases sent to industrial schools, but parents should be made to contribute towards cost, 10546-9.

MR. H. LOCKWOOD—*cont.*

VAGRANTS.

Relief of, an unattractive object, 10460.

Old and infirm vagrants; suggestions for dealing with; detention in workhouse pending inquiry as to settlement; discharge only with consent of governing body, etc., 10503-12.

Transfer of control of, to another authority would be welcomed by most guardians, 10540-2; present system hard on smaller unions, 10543-5.

WORKHOUSES.

Proposal that detention or discharge be determined by governing body; whether practicable, 10510-2.

Money payments to inmates, as in Denmark, for good conduct, 10513-5.

CAPTAIN HARDY MCHARDY, R.N. (6764-6858).

Chief constable of Ayrshire, 6764.

BEGGING IN SCOTLAND.

Simple begging an offence under Burgh Police Act, but not in rural districts, 6783.

"Masterful" begging; Prevention of Crimes Act, 1871, contains provisions dealing with certain aggravations of vagrancy, but does not touch simple begging; begging attended with abusive words, or behaviour not amounting in a legal sense to intimidation, not punishable in Scotland, 6784-90.

Simple begging should not be an offence in the absence of provision for the relief of able-bodied but destitute poor, 6808.

If provision is made for food and shelter as the Ayrshire system gives, begging might be made an offence, 6847-8.

CHILDREN OF VAGRANTS.

Action taken by Society for Prevention of Cruelty to Children in case of child coming within Act, 6830.

Children would benefit if taken away from parents; but number might be large and not a few parents would be glad to get rid of children, 6831-2.

FOOD AND LODGING TICKETS.

Supplied to vagrants in Ayrshire; system described, 6765-77, 6844.

POLICE IN AYRSHIRE.

Keep record of all vagrants "challenged," 6778-80.

Do not give shelter or food except under organised system of relief tickets; but constables sometimes buy tickets themselves to use in relief of destitute wayfarers, 6795-6, 6803.

Police stations not used as shelters, etc., 6797-9.

Do not act as relieving officers, 6818.

Pedlars' certificates; how issued, 6822-7.

Entire control of vagrants should not be handed over to police, 6840-3.

POOR LAW IN SCOTLAND.

Able-bodied and their dependents receive no relief, 6819.

SLEEPING OUT.

In barns, etc. (not on public road), effectually dealt with under Trespass Act, 6791-4, 6819-21.

VAGRANCY.

County councils empowered by Local Government (Scotland) Act of 1899 to make bye-laws for repression of vagrancy, but bye-laws left in abeyance owing to legal decisions, 6834-9.

Vagrancy an evil that State should deal with; professional vagrants should be penalised, 6853-8.

VAGRANTS IN AYRSHIRE.

System established in 1885 for giving food and shelter to tramps now very little used, but still useful, 6765-6, 6772; tickets bought by public from charitable society, and given to vagrants instead of alms; tickets exchanged by police for orders on lodging-

CAPTAIN HARDY MCHARDY, R.N.—*cont.*VAGRANTS IN AYRSHIRE—*cont.*

houses, 6767-9, 6773-4; inconvenience sometimes caused by many vagrants applying to one house for tickets, 6770-1; tickets for lodging-house more sought after than food tickets, 6773; applicants sometimes searched by police, 6775; system occasionally abused, 6776; under this system, food not so liable to be sold or thrown away, as commonly happens with food given direct, 6850-1; no other mode of relief in county, 6800; working of system described, 6844-51; system does not encourage vagrancy, as police have discretionary power to refuse orders, 6846-52.

In Ayr, trial has been made of giving tickets exchangeable for something more than bread, but the slight improvement in relief is found to attract vagrants, 6777-8.

Police sometimes recognise applicants as being "wanted," 6781-3.

Many are searchers for work, but are not regular workers, 6801-2, 6314-7.

All vagrants "challenged" by police, 6779-80.

Not recruited from children of vagrants, but mostly broken down workmen, 6833.

System for identification of those convicted of vagrancy in other districts, such as by finger-prints, would be invaluable, 6828-9.

Varying numbers of vagrants; causes of, 6804.

More than half are Scottish; the remainder English and Irish, mostly Irish, 6805.

Vagrants attracted by large railway works, etc.; some merely hangers-on to the navvies, 6806-7.

English system of relief not favoured; if provision for assisting able-bodied men is made, habitual vagrants should be treated with severity, 6808-10.

Census taken by Ayrshire police very complete; how taken, 6811-3.

WAY-TICKET SYSTEM.

None in Scotland, 6845.

MR. G. W. MEATS (982-1059).

Vice-chairman of Hereford board of guardians, 983.

CASUAL PAUPERS.

About 20 per cent. are men *bona fide* in search of employment; at fruit and hop-picking times percentage may be larger, 997.

Great increase in numbers admitted to Herefordshire casual wards in recent years, 1006.

Treatment in Hereford casual wards, 1008-15; possibly partly accounting for increase in vagrancy, 1016, 1019-21.

CASUAL WARDS AT HEREFORD.

Arrangements described, 1008-15.

CHILD VAGRANCY.

Statistics as to number of children admitted to casual wards not conclusive, as many children go to common lodging-houses, 1040-2.

Suggested remedy to prevent, 1043-50.

LABOUR BUREAU.

Should be established at every workhouse, 1025-8.

LABOUR COLONIES.

Professional vagrants should be sent to, 1018, 1043-4.

Should be in hands of local elected bodies, but under supervision of State, 1059.

POLICE.

Should deal with professional vagrants and beggars, 1024, 1038.

SENTENCES.

Given by different magistrates often unequal, 1051-2.

Seven day sentences not deterrent, 1053-5.

Twenty-one or twenty-eight days should be minimum, 1056-7.

MR. G. W. MEATS—*cont.*

STATISTICS.

As to casual paupers in Herefordshire, 999-1005.

VAGRANCY.

Hop-picking often used as an excuse for, 997.

Possible effect of South African war on, 1007.

VAGRANTS.

Men honestly seeking work should have different treatment to professional vagrants, 984.

Professional vagrant really a semi-criminal, 984.

Man often enters casual ward and sends woman and children (with his money) to common lodging-house, 1040-1.

WAY-TICKETS.

Would curtail liberty of professional vagrant, but if properly supervised by police would assist honest wayfarers and reduce number of vagrants, 984, 988-90.

System should be carried out entirely by police, 1022-4. Herefordshire system described, 984-6, 991-7.

MR. A. C. MITCHELL (1783-2010).

Chairman of Wilts Vagrancy Committee.

CAPTAIN STERNE, R.N.

Chief Constable of Wilts.

ALMSGIVING.

Women in country cottages often give from fear, 1829-34.

Stopped in many cases by issue of way-tickets, 1920-1.

By poorer classes, cannot be prevented, 1920-3.

Prevention of, would stop vagrancy, 1922-3, 2010.

ARMY.

About 10 per cent. of tramps in Wiltshire alleged to have served in, 1900-3.

BEGGING.

Sunday the best day for, 1828.

Return of convictions for, 1835-7.

Way-ticket system, with mid-day meal, takes away excuse for, 1849-50, 1853, 1881.

CASUAL PAUPERS.

Treatment not uniform; vagrants merely passed on as quickly as possible, 1857-66, 1944.

CASUAL WARDS.

Separate working cells as well as sleeping cells a benefit to the real wayfarer, and a deterrent to the professional vagrant, 1797.

Every ward should have separate cells or system of separation, 1868-9.

Control of, should be handed over to some other authority, 1883-8.

Long distances between certain wards, 1952-7.

Men often enter, and send wives and children to common lodging-house, 2004-5.

COMMON LODGING-HOUSES.

Number in Wiltshire, 1968.

DETENTION OF CASUAL PAUPERS.

Guardians in Wiltshire generally detain over Sunday, 1826-8, 1924; difficulties caused by unions not detaining on Sunday, 1924-8.

LABOUR COLONIES.

Professional vagrants should be committed to, for long terms, 1881, 1899.

MID-DAY MEAL.

Essential to success of way-ticket system, 1792, 1795, 1849-50.

POLICE.

Control of vagrants should be transferred to, and cost made a State charge, 1875-7, 1889, 1933-8; guardians generally favourable, 1933-5; difficulties of transfer, 1878-9, 1939-40, 1984-93.

As assistant relieving officers, 1890-3; duties help police in discharge of ordinary duties, 1994-6.

MR. A. C. MITCHELL AND CAPTAIN STERNE—*cont.*
PRISON.

"Often preferred to casual wards, owing to better conditions, 1839-42, 1844-6.

Sometimes used by vagrant to help him on journey, 1847-8.

Failure of, as a deterrent, 1900.

Diet in, should not be better, and labour less, for tramps than in casual wards, 1969-83.

SENTENCES ON VAGRANTS.

Uselessness of sending vagrants to gaol, 1838.

Seldom longer than seven to fourteen days, 1843.

Should be longer, 1900.

TASKS OF WORK.

Advantage of discharging casual on completion of, 1797.

Stone breaking cannot be a uniform task owing to varying nature of stone, 1870-2.

Should be uniform as far as possible, 1873-4.

VAGRANCY.

Report on, made by chief constable in 1871, 2006-9.

VAGRANTS.

Influx of, caused by large railway works, etc., 1806-7, 1896-7, 1962-3.

Increase in number since 1900, 1824-5.

Association wards with bad accommodation and slack discipline preferred by professional vagrants, 1865-6.

Separate organisation advocated for, as distinct from local poor, 1867-8.

Bona fide tramps not numerous, 1898.

Census of, taken by Wiltshire police, 1958-61, 1964, 1998-2003.

WAY-TICKET SYSTEM IN WILTSHIRE.

System described, 1792-7.

Cost of mid-day meals, 1798-1805; mainly contributed by boards of guardians, 1808-14.

Circulars and bills issued calling attention to, 1815-21, 1943, 1997.

Honest wayfarer assisted by, 1822-3, 1851.

Has reduced almsgiving, 1829, 1852, 1920-1.

Proportion of "good" tickets in certain years, 1894-5.

Difficulties caused by lack of uniformity in treatment of vagrants, 1904-6.

Caused decrease of vagrants for some years, but numbers have increased of late years, 1907-15.

Tickets cannot be exchanged for drink, but might possibly be transferred, 1916-9.

Amount of bread given for mid-day meal: no complaints of insufficiency, 1945-7; how given, 1948-51.

System should be universal, 1854-8, 1881.

WILTSHIRE VAGRANCY COMMITTEE.

Constitution of, 1783-90.

WOMEN AND CHILDREN.

Not so many on road as formerly, 2005.

MR. J. R. MOTION (6447-6618).

Clerk and Inspector of poor, Glasgow, 6447-8.

BEGGING IN GLASGOW.

Particulars as to arrests for begging and vagrancy: prisoners sometimes committed to poorhouse for seven days, 6484-97.

CHILDREN OF VAGRANTS.

Very few in Scotland, 6582.

Should be boarded out and controlled as in England under Act of 1889, 6593-6.

COMMON LODGING-HOUSES IN GLASGOW.

Under regulation of sanitary inspector, 6600-4.

Municipal lodging-houses have improved lodging-houses generally, 6602.

DISEASE.

Danger of, being spread by vagrants, 6598-9.

MR. J. R. MOTION—*cont.*

LABOUR COLONIES.

Advocated, to which *bona fide* unemployed workmen should be sent 6541-4, 6579; law of settlement would not create any difficulty, 6545-53.

Management of colony: joint committee of town and parish councils suggested; powers of detention for an indefinite period, 6554-66; no difficulty anticipated as regards compulsory detention, 6583-7.

Unsuccessful result of sending men from Glasgow to Locharbriggs voluntary colony, 6569-75.

Area of administration should be large, 6577-8.

Suggested colony would not be like a rural poorhouse, 6579.

Committal by sheriff preferred to that of magistrate; case to be revised at end of two years, 6583.

Poorhouse used as labour colony would be a prison, but with easier administration, 6568, 6588-92.

POORHOUSES IN SCOTLAND.

Able-bodied men certified as unfit for work sent to, but others refused relief and referred to sheriff, 6453-7.

Magistrates have power of compulsory detention in, while inquiries are being made, but not to order relief, 6506-16.

Rules of Local Government Board as to detention in; maximum seventy-two hours, 6505.

Work of inmates not of much account, 6519, 6522.

Vacant beds in, might be utilised for tramps if labour colonies are provided, 6566-7, 6580-1.

POOR LAW IN SCOTLAND.

Able-bodied men not recognised by, 6449-51.

Law of settlement strictly enforced, 6545-9.

PRISONS IN SCOTLAND.

Diet in, better than in poorhouse, and all prisoners work; preference of man for prison sometimes expressed but not believed, 6517-21.

Employment in Barlinnie prison, 6522-3.

Vagrants do not commit offences in order to be sent to, 6532.

SENTENCES IN GLASGOW.

For begging and vagrancy or sleeping out, 6496-504.

Magistrates have power of compulsory detention in poorhouse while enquiries are made, 6506-16.

Short sentences not deterrent, and do more harm than good; fourteen days should be minimum, 6524-31.

SHELTERS IN SCOTLAND.

Free shelters in Glasgow: (1) the night asylum originally designed for workmen and their families now largely used by tramps; is usually full and is complained of as creating a class; (2) shelters recently opened by Church Army and Established Church, 6467-9, 6605-8.

System not so extensive in Edinburgh, but complaints have been made as to tramps being attracted by soup kitchens, etc., 6481-2.

Free distribution of food by Glasgow corporation; how paid for, 6609-12.

Provided in certain country parishes for cases of illness, etc., 6538-9.

Provision of, not desirable, 6540.

SLEEPING OUT IN GLASGOW.

Persons found sleeping on staircases, etc.; provisions as to, 6499-504.

VAGRANTS IN SCOTLAND.

Bona fide workmen in Glasgow go to night asylum for houseless, but nothing is done for the great majority of destitute men, 6458-60.

Many vagrants in Glasgow are sheltered without legal authority in cells attached to police stations; no food is supplied, 6461-6, 6475-82, 6536-7; large numbers are attracted by soup kitchens, etc., from all parts, 6462-5.

English system of dealing with vagrants not desired, 6471-4.

Analysis of homeless applicants, and tramps applying for relief at Glasgow, 6483-4.

MR. J. R. MOTION—*cont.*VAGRANTS IN SCOTLAND—*cont.*

Half-yearly census of vagrants taken by police, 6533-5, 6592, 6616.

No authorised legal provision for, 6536-8.

Should be dealt with by police and detained in reformatories, etc.; law of settlement would not create a difficulty, 6541-4, 6550-3.

June tramps a different class to December tramps, 6592, 6613-5.

System of identification, *e.g.* finger-prints, desirable, 6597.

Many English and Irish tramps in Scotland, but few foreigners, 6617-8.

SUPERINTENDENT MULVANY, Whitechapel division of Metropolitan police (9551-9683).

BEGGARS.

Arrested if evidence justifies it, but arrests are rare in Whitechapel, 9553, 9621-3.

Frequenters of shelters in Whitechapel beg in other districts during the day, 9624-5.

CASUAL WARDS.

Frequenters of, a separate and superior class to those frequenting shelters; bath and task a deterrent to "shelter" vagrants, 9654-64.

CHILDREN.

Found begging sent to industrial school as a rule under Act of 1866, 9558-9, 9641.

Wandering with parents; parents should be required to show that they are proper persons to have charge of children, 9649-53.

COFFEE STALLS.

In Whitechapel division cause police little difficulty, but undesirable people often congregate round stalls and occasionally commit crimes, 9616-20, 9665-73.

COMMON LODGING-HOUSES.

Estimated number of vagrants in, on 7th July, 1905, 9631-3.

Working men often live in, 9634-5.

Rarely visited by police; are under jurisdiction of London county council and well looked after, 9635-9.

LABOUR COLONIES.

Habitual vagrants should be sent to, not those convicted for first time, 9679-80.

SENTENCES.

For begging, depend upon circumstances, but are fairly uniform, 9554-7.

On vagrants, short as a rule; heavier sentences would be deterrent; seven-day sentences have not the least effect, 9677-8, 9683.

SHELTERS.

Medland Hall; number and class of men frequenting; many habituals, 9574-81, 9591-3; other shelters in Whitechapel division, 9582-6.

Effect of, to attract homeless and hopeless vagrants to districts, 9587-93.

Tend also to attract men in necessitous circumstances, who may be soon dragged down, 9597-8.

Objections to men leading "shelter" life; many in filthy condition and unfit to be at large, 9599-604.

Return showing free meals given in certain shelters, 9605-11.

Loafer can obtain free shelter (or sleep out) and free meals without interference, 9612.

Percentage of men saved from starvation by free meals and helped to regain position in life, practically *nil*, 9613-5.

Free food distributed at night; recipients beg during the day, 9626-9.

Inmates rarely found drunk, 9628.

Frequenters of, a separate and lower class than frequenters of casual wards, 9656-64.

SUPERINTENDENT MULVANY—*cont.*

SLEEPING OUT.

- Difficulty of proving want of means, 9560-2.
- Offenders generally discharged on promising to go to workhouse, but they never go, 9562-5.
- A large number sleep on staircases, etc., in Spitalfields, but police cannot interfere unless residents complain, 9567-73.
- Some competent authority should have power to deal with, 9644-8.

VAGRANCY.

- Proceedings taken under Vagrancy Act of 1824, in cases of begging, etc., 9640.
- Vagrancy Act requires amendment so as to facilitate removal from streets of sleepers out with money in their possession, 9642-3.

VAGRANTS.

- "Shelter" vagrants lead hopeless and aimless lives and make no attempt to work, 9594-6.
- Census of, taken by police on 7th July, 1905, 9630-3.
- Identification of, by finger-prints, would be useful if made universal, 9674-5.
- Creation of class of habitual vagrants would be advantageous, 9679.

WAY-TICKETS.

- System would be deterrent if carefully administered, 9676.
- In Metropolitan area, would be advantageous as a means of identification, 9681-2.

SIR SHIRLEY MURPHY, Medical Officer of Health of London, and MR. H. A. JURY, Chief Inspector of Common Lodging-Houses under the London county council (5640-5910).

CASUAL WARDS IN LONDON.

- Effect of provision of, on common lodging-houses and shelters; inmates of casual wards a separate and cleaner class, 5703-6, 5807-9.
- Not necessary; something more deterrent required, 5707-8.
- Restrictions in, as to cleanliness, etc., a deterrent to both men and women, 5703-5, 5745.
- Many wards have vacant accommodation, 5774.

CLEANSING OF PERSONS ACT.

- Provision under, made in London by borough councils; Act a dead letter to a great extent; no power of compulsion, 5692-4.

COMMON LODGING-HOUSES IN LONDON.

- Since 1894 under control of London county council; formerly under control of police, 5646-7.
- First recognised by law in 1851, 5648-9.
- Large proportion of inmates—possibly 90 per cent.—not of vagrant class, 5645.
- Number of, at end of 1904, 5654.
- Large establishments now the rule, 5656-7.
- Charges in; women have to pay more than men, 5659-63.
- Many of the inmates are in regular work, but will take the cheapest lodging obtainable, 5685.
- Vermin and verminous persons; a nuisance and danger to others, 5696-701, 5865-7; keepers prosecuted if vermin found in beds, 5695; recent improvement in, as regards vermin; houses now in very good order, 5702, 5804-5.
- Open all night; wet night affects number of inmates, 5719-20, 5830.
- Often occupied during day by persons who leave at night for free food, and return next morning, 5730-5.
- Largely used by prostitutes, 5749.
- Have many vacant beds, 5773.
- Municipal lodging-houses run by London county council: accommodation in, charges, sale of food, etc., 5775-83.
- Accommodation in, decreasing, owing to provision of Rowton Houses, houses let in furnished lodgings, etc., 5784, 5800.
- Victoria homes; held to be common lodging-houses, 5791-2.
- Difference between, and cheap hotel, 5793-4.

SIR SHIRLEY MURPHY AND MR. H. A. JURY—*cont.*COMMON LODGING-HOUSES IN LONDON—*cont.*

- Standard in, the lowest that should be accepted, 5810-2.
- Raising of standard of living in, would not affect rest of lower class population, 5816-7.
- Population in, decreases in summer in fruit and hop-picking seasons, 5820.
- Used more by men than women; two or three women often club together to live in one room in lodgings, 5826-7.
- Larger buildings the more economical, but more difficult to manage in case of outbreak of smallpox, etc., smaller houses better in every respect, 5831-4.
- Present powers of London county council sufficient; council have power to require register of inmates to be kept, 5847-53.
- Annual licensing by London county council of, gives larger power of control; whether similar power should extend to provincial authorities, 5851-3.
- Lodging-house and keeper must both be licensed; whether licence could be withheld on economic grounds, 5854-7.
- Inmates of: how recruited; many old soldiers, 5858-61.
- Mortality in, high, especially from phthisis, etc., 5859, 5903.
- Foreigners patronise particular lodging-houses, 5864.
- Inmates of, live cheaply; cost of food and clothing, 5871-94, 5897.
- Many inmates live in a state of semi-starvation, 5883, 5895-6.
- Smallpox spread by inmates of, 5901-2.
- Ventilation of, important, and in some cases requires amendment, 5904-5.

DISTRIBUTION OF FREE FOOD IN LONDON.

- Estimated number of persons receiving free meals; many not really homeless, but attracted by the soup, etc., 5726-37.
- Free food and sleeping out; connexion between, 5717-22, 5743, 5764-9.
- Prevention of giving free meals, would be difficult, 5752-4.
- Givers of free food should be governed by the laws governing tradespeople, 5755-6.
- Influx from provinces caused by, 5861-3.

HOUSES LET IN FURNISHED LODGINGS.

- Increase in number of; often provided in connexion with common lodging-houses, 5800-3.
- Are under supervision of borough councils, but regulations are not strictly enforced and the houses are sometimes only occasionally inspected, 5801-3, 5815.
- Conditions in, sometimes worse than in shelters, but superior to those existing in 1866, 5813-4.

INFECTIOUS DISEASE.

- Smallpox often spread by inmates of common lodging-houses; vaccination the only safeguard, 5901-2.

ROWTON HOUSES.

- Not under control of, nor inspected by, London county council, 5658, 5785, 5790.
- Distinction between, and hotels and common lodging-houses, 5786-90, 5836-9.
- Number of, and accommodation provided, 5795-9.

SHELTERS IN LONDON.

- Now under control of London county council as common lodging-houses, but question as to power of council where no charge is made to lodgers has been raised, 5651-3.
- Number of, and total accommodation provided in, 5655.
- Definition of, as distinguished from common lodging-houses, 5664, 5835.
- Accommodation in, poorer than in common lodging-houses, but should be levelled up and regulations enforced, 5664-8, 5805-6.
- Action necessary for persons who cannot pay for cheaper lodging-houses, 5810-2.
- Objections to bunks in; occupants sleep in their clothes, and vermin cannot be detected, 5669, 5690-1; practice should be stopped, 5669-71.

SIR SHIRLEY MURPHY AND MR. H. A. JURY—
cont.

SHELTERS IN LONDON—*cont.*

Provision in, for drying and disinfecting clothes better than in common lodging-houses, 5672-5.
Enforcement of regulations would probably result in increased charges, and would reduce number of inmates, 5676-9.
Many inmates could pay for better accommodation, but tendency is to accept lower standard, if cheaper, 5680-8, 5895.
Minimum standard of conditions should be fixed, 5681, 5688.
Increase in, would decrease number of common lodging-houses, 5683-6, 5706.
If closed, frequenters of would not have to sleep out, but could find money for bed in common lodging-houses, 5689-90.
Shelters always full, 5718, 5772.
Institutions giving free meals, 5714-6.
Not used by prostitutes to any extent, 5748.
Wet night increases number of inmates, 5830.
Societies running philanthropic shelters; some absolutely free; accommodation provided, 5840-5.
Inmates of; how recruited; many old soldiers, 5858-61.
Free food attracts people from provinces, 5863.
Power of county council to refuse licences, 5854-6.
All except free shelters run on a commercial basis; food sold cheap, but at a profit, 5897-9.
Conditions of life in, too low for a civilised community, 5900.

SLEEPING OUT IN LONDON.

Estimated number of persons sleeping out according to winter census; movements of class guided mainly by free food distribution, 5713-7, 5723-4, 5764.
Free food and sleeping out, connection between; practically all persons obtaining free food sleep out, 5717-22, 5726-37, 5743, 5906-10.
Sleepers out a distinct class and cannot be mistaken, 5725.
On staircases: mostly women between thirty and forty, 5738-41, 5746-7.
Comparatively few women sleep out, 5743-4, 5826-7.
Sleepers out should be segregated and detained by State; practice could soon be stopped, 5750-1, 5757-71, 5824-5, 5868-70.
Present condition of things as to, unsatisfactory, 5757-8.
Practice increased by advertisements of free food, 5764-9.
Plenty of accommodation available in casual wards, shelters and common lodging-houses for sleepers in streets or on staircases, 5818.
In summer probably more frequent than in winter; often from choice, 5821-3.
Summer census would be useful, 5823.
Effect of weather on, 5828-9.
Police should arrest all persons found sleeping out, 5868-70.

STATISTICS.

As to shelters and common lodging-houses in London, 5645, 5654.

VAGRANTS.

State should take care of, and detain, persons unable to maintain a certain standard of living, 5709-12.

MR. ROBERT J. PARR (10927-11058).

Director of National Society for Prevention of Cruelty to Children, 10927.

NATIONAL SOCIETY FOR PREVENTION OF CRUELTY TO CHILDREN.

Conditions of charter granted to, 10928-9.
Number of children dealt with by Society: proportion of vagrant children small, 10939-43, 11055.
Proposed scheme for registering and identifying vagrants with children, 10946, 10954, 11046-9.
System of inter-communication in use between branches of Society, 10955-6.

MR. ROBERT J. PARR—*cont.*

NATIONAL SOCIETY FOR PREVENTION OF CRUELTY TO CHILDREN—*cont.*

Guardians, police and Local Government Board Inspectors co-operate with Society, 10996-11002; action sometimes causes decrease in number of children frequenting a particular workhouse, 11003-4, 11046, 11052.
Has no institution in which to maintain children, but makes use of institutions and homes already in existence by undertaking responsibility of maintenance, 11005-7, 11042-4.
Policy of Society is to preserve family life as far as possible: and to secure reform of parents rather than removal of children, 11021-2, 11037; children taken by Society sometimes given back to parents, 11037.
Action taken by, often relieves rates, 11033.
Does not seek further powers of detention, 11038-41.

VAGRANT CHILDREN.

Numbers usually not more than 3 per cent. of total number of vagrants; larger percentage at Stafford in October, 1903, 10930-9, 10946-7, 11023.
Children used as instruments of begging, 10944; practice would cease if almsgiving ceased, 11034.
Objects of N.S.P.C.C. as to; only children who are neglected or ill-treated can be dealt with, 10949-53, 10993-5; numbers dealt with in recent years, 10957; conviction almost invariably obtained if prosecution undertaken, 10958; prosecutions for neglect and abandonment, 10959-62; children dealt with under Industrial Schools Act or adopted by boards of guardians, or custody obtained by the Society until age of 16, 10963; difficulty caused by magistrates charging cost of maintenance on the Society or on person bringing child before them, and by police and guardians refusing to take action: instances shewing this, 10964-81, 10983-6, 10989-91, 11031-2, 11056-8; enforcement of law should be in hands of one defined body, 10982, 11055; question of settlement a difficulty: suggestion that place of birth should be a place of settlement, 10985; if charge were made a county charge difficulty would be minimised, but action by local authority should be made compulsory, 10987-8.
Difficulty of enforcing orders against parents, 10991.
Act of 1904 gives no new powers over, 10992.
Poor Law Act of 1899 often put in force by guardians as to, although children are not settled in their union, 11008-10.
Vagrant Children Bills of 1904: whether act of habitually tramping about with children should be considered an offence: children sometimes happy although on tramp, 11011-20.
Number of, maintained by N.S.P.C.C., 11026-8.
Difficulty of tracing cases of cruelty to: illustration, 11029-30, 11033-4.
Generally without education, 11034-6.
Children under age of nurture, sometimes a difficulty, 11039-40.

VAGRANTS.

Many tramps attracted to Stafford by lax discipline, but few to Lichfield where strict labour test is imposed, 11024-5.
Uniform treatment would diminish total number of, 11047-8.
Police control of, would assist N.S.P.C.C. in carrying out scheme of registration and identification, and would tend to secure uniformity of treatment, 11050-3.
Difficulty of securing convictions for street offences, 11058.

REV. J. B. PATON, D.D. (5055-5323).

Chairman of Executive Council of Christian Social Service Union, 5284. Agrees in the main with Mr. Brooks' evidence, 5287.

ALLOTMENTS.

System of, should be encouraged among workmen, even in towns, 5312-4.

REV. J. B. PATON, D.D.—*cont.*

ARMY.

Discharges from, a cause of vagrancy, 5320.
Workshops and farms in connection with barracks suggested, 5320.

CASUAL WARDS.

Should be abolished and other provision made for men seeking work, 5312, 5316.

CHILDREN OF VAGRANTS.

Might be sent to workhouse with their mothers, if their fathers are sent to vagrant colony, 5321.

INSURANCE AGAINST UNEMPLOYMENT.

Methods of, in force on continent, might be developed in this country, 5315.

LABOUR BUREAUX.

Should be organised and placed in communication with one another, 5312.

LABOUR COLONIES FOR VAGRANTS.

Inmates should be classified, graded as regards character, and kept separate in colony or in separate colony with prospect of promotion (or degradation) from one grade to another, as in American prisons and Belgian colonies, 5288-96, 5304.

Treatment in, should be reformatory, 5289.

Parole system advocated, as in connection with American prisons, 5296-5303.

Management should be either directly by State or by philanthropic societies assisted by local authorities, who should be represented on committee of management, 5263.

Men should be settled on the land as far as possible, as in Holland, 5305-10, 5321.

Period of detention should be two years with power of parole at earlier period, 5323.

Free labour colony a necessity in connection with relief stations, 5258.

One labour colony (on Lake Neuchatel) pays its way, 5171.

PRISONERS.

On discharge should be allowed to enter vagrant colony, 5320.

RELIEF STATIONS.

Should be provided, as in Germany, for workmen seeking employment; workhouses might be utilised, 5316-7; way-tickets would be required, 5318.

TRADES UNIONS.

Arrangements might be made with, that men past their prime should work by piece work, or for fewer hours, and receive a less wage, 5312.

VAGRANCY.

Suggestions for preventing increase of, 5311-6.

System of relief stations in Westphalia has tended to reduce vagrancy, 5316.

Causes of; discharges from Army and prison, mobility of labour, congested urban life, etc., 5320-1.

VAGRANTS.

Recruited largely from men seeking work, 5311.

Bona fide working men travelling to seek work should be provided with suitable accommodation in workhouses or relief stations, instead of in casual wards, 5312, 5316-7.

WAY-TICKETS.

Favoured, with system of relief stations, 5318.

MR. ROBERT PEACOCK (7748-8007).

Has been chief constable of Manchester for seven years, and before that was chief constable of Oldham for six years and of Canterbury for four years, 7748-7750, 7924; has had twenty-six years' police experience, 7751.

BEGGING.

Offenders in Manchester arrested by police, 7758.

Popularity of Manchester amongst beggars the result of indiscriminate almsgiving, soup kitchens, etc., 8004-7.

MR. ROBERT PEACOCK—*cont.*

CHILDREN OF VAGRANTS.

Number small, how dealt with in Manchester; cases of cruelty referred to N.S.P.C.C., 7925-33, 7979, 7993.
Should be sent to industrial schools, 7994.

COMMON LODGING-HOUSES.

Police in Manchester have power to enter and inspect, 7987-8.

DETENTION OF CASUAL PAUPERS.

Not enforced in Manchester in case of men seeking work, 8000-2.

DIETARY OF CASUAL PAUPERS.

Difficulty of obtaining mid-day meal when not in casual ward, 7864-9.

LABOUR BUREAUX.

System in Manchester described; does not apply to tramps, 7806-17, 7983-4.

Objections to, where employment cannot be given to applicants, 7882-9.

LABOUR COLONIES.

With power of detention recommended as the only practical solution of the tramp difficulty; suggested suitable colony, 7773-4, 7843-4, 7962-4, 7974.

Colonies and colonists should be classified, and men of bad character sent to penal settlement, and others to industrial colony where they might be taught a trade, 7775-81.

Habitual loafer or vagrant should be sent to penal colony and made to work, 7855-7, 7861, 7982.

Difference between suggested colony and prison, 7858-9.

Inmate refusing to work should be punished by loss of food, etc., 7890-1.

Magistrates would probably send men to quarter sessions if latter had power to commit to colony for one to three years; Inebriates Act as precedent, 7897-9.

Should be farm colonies principally, 7965; Salvation Army colony at Hadleigh not suitable for vagrants without power of detention, 7967-70.

MANCHESTER CASUAL WARDS.

Joint casual wards described; accommodation in and average number of inmates, 7762-5, 7765-7.

Inmates allowed to leave early to seek work, 7818-20.

Could be transferred to police, without difficulty; police control would give greater responsibility, but results would probably justify it, 7938-9, 7989-91.

Better managed and cleaner than common lodging-houses, 7959-61.

Police pensioner preferred to active policemen, to take charge of, 7992.

Joint control by watch committee and guardians desirable and would secure uniformity, 7995-7.

Discipline and task exacted in, not the cause of unpopularity of wards, 7999.

POLICE IN MANCHESTER.

Only deal with vagrants as offenders under Vagrancy Act, 7752, 7985.

Do not visit casual wards regularly, but are never refused admission, 7821-2.

Not appointed as assistant relieving officers, 7823, 7986.

With larger powers could deal more effectively with vagrants, 7824, 7934-7.

Total number of police in Manchester, 7837.

Pedlars' certificates, how issued; licence offers facilities for larceny; endorsing convictions on certificates not necessary, 7900-23.

Difficulty of dealing with night loafers, 7980-2.

Police control and management of casual wards would give greater responsibility, but results would justify it, 7989-91.

PRISON.

Preference for, to casual wards, often expressed by vagrants, 7862-3.

Not now disliked, owing to greater comfort in, 7870.

MR. ROBERT PEACOCK—*cont.*

SENTENCES.

Manchester magistrates very lenient; many men discharged or given seven day sentences, which are not deterrent, 7782-90, 7852-3.

For sleeping out, begging, etc., after a previous conviction, should be a month, 7791-3, 7874-6.

Uniformity in, almost impossible, 7873.

Minimum sentence desirable, but not likely to be adopted, 7877-8.

Convictions might be recorded, and after several convictions man sent to quarter sessions for sentence, 7879-81.

Few "incorrigible rogues" dealt with in Manchester; possible reasons, 7892-6.

SHELTERS.

Sleepers out and inmates of common lodging-houses attracted by free shelters; shelters not therefore beneficial, 7828-9, 7948-53, 7975-8, 8004-5; shelters where work is enforced not so attractive, 7954-8.

Police or city authorities should have power to inspect and close shelters, 7830-6.

SLEEPING OUT IN MANCHESTER.

Persons apprehended mostly tramps, but honest workmen not prosecuted, 7753.

In public places not interfered with, but otherwise police arrest, 7754-7.

More persons found sleeping out in winter than in summer; vagrants go into the country in summer, 7768-9.

Exceptional amount of, although accommodation is available in casual wards and common lodging-houses; cause of preference for sleeping out, 7825-7, 7940-7.

Not a serious offence, but men who sleep out are a dangerous class, 7826-7.

Sleepers out attracted by free shelters and free food, 7828-9.

TASKS OF WORK FOR CASUAL PAUPERS.

Principally stone breaking at Manchester; man allowed to perform task on day of admission, and to discharge himself at 6 o'clock next morning, 7818-20.

Not enforced if men have work to go to, 8003.

Few prosecutions in Manchester for refusing task, 7998.

VAGRANCY.

Law already strong enough to deal with, if magistrates will exercise powers, 7759.

VAGRANTS.

Existing law strong enough to deal with habituals; sending cases up to sessions should be resorted to, 7759-61.

Manchester tramps mostly idle, unskilled men; many have been convicted and are known to police, 7770, 7845-51, 7962-3; percentage who would accept work if offered, 7771-2.

Many live permanently in Manchester or neighbourhood, 7839-42.

State justified in undertaking expense of detaining habituals, 7845-6.

Food of; how obtained when not in casual wards, 7864-9. Should be given a chance to earn a living before being dealt with by police measures, 7854.

Control of, by police would be more successful than under guardians, 7934-7.

Treatment of, should be more uniform both by guardians and magistrates, 7872.

Attracted to Manchester by distribution of free food, etc., 8004-7.

WAY-TICKETS.

System would not be effective in Manchester or other large towns, but if made general would aid in identifying vagrants, 7794-7805.

MAJOR POULTON, Chief constable of Berkshire (4644-4871).

ALMSGIVING.

Decreases, when public are satisfied that vagrant can obtain food by means of way-tickets, 4766-7.

Threats often used to extort alms from cottagers, 4867-9.

MAJOR POULTON—*cont.*

BEGGING.

Law against, enforced in Berkshire, but police discriminate between cases, 4750-2.

CASUAL PAUPERS.

Act of 1882 has not had fair trial, 4779.

CASUAL WARDS.

Whether they could be brought up to standard in prisons, 4715-21.

Separate cell system advocated, 4785-7.

Marked effect of separate cells in certain unions, 4831-5.

Visited by police in Berkshire, but not regularly, 4852.

If taken over by police, care of females would be a difficulty, 4865.

Retired police officers might be appointed superintendents of, 4866.

CHILDREN OF VAGRANTS.

Food distributed to, by Berkshire police out of charitable fund, 4697-8.

Number of, small in proportion to adults, 4699-700.

Should be kept from a tramp life, 4700.

Might be taken care of in union from which man with way-ticket departs, 4701-3.

Dealt with under Industrial Schools Act in Berkshire, but not for simply travelling with vagrants, 4845-6.

COMMON LODGING-HOUSES.

Vagrants in, twice as numerous as in casual wards, 4673.

Should have more inspection and supervision, and registration should be improved, 4692-4, 4848.

Police as inspectors of, 4694-6, 4803-8, 4849-50.

Visited by police daily in Berkshire for men "wanted," 4849-51.

DIET OF CASUAL PAUPERS.

Inadequate and insufficient to work on; should be improved and made uniform throughout country, 4681-4, 4753-65, 4858-9.

LABOUR BUREAUX.

Should be worked by town authorities, notices being shown at workhouses and police stations, 4704.

System at Reading described, 4705.

Information might be circulated by Labour Department of Board of Trade, 4706-7.

LABOUR COLONIES.

For habitual tramps desirable; should be under control of Home Office or Prison Commissioners, 4689-91, 4858.

Inmates should be treated as in prison; food as an incentive to work, 4708-10.

MID-DAY MEAL.

Way-ticket should provide mid-day meal, and police might have authority to grant it to any man, cost to be a charge on the particular union, 4732-3.

Meal of bread and cheese suggested, which might be given to vagrant when he leaves casual ward in morning, 4734.

Should be given to every man keeping to his route, 4735.

Given by police in Berkshire out of charitable fund, 4847.

POLICE.

Only vagrants committing crime should be dealt with by, 4773-9.

Give meals to prisoners in custody at police stations in Berkshire, 4790-5.

Tendency to increase duties of, deprecated, 4808-17, 4866.

As assistant relieving officers; value of, 4813-4.

Should be in touch with vagrant population, both in casual wards and in common lodging-houses, 4853-6.

MAJOR POULTON—*cont.*

PRISON.

Preference of vagrant for, attributed to better diet and greater comfort in, 4677-80, 4682, 4711-24, 4862.

PROSECUTIONS.

For misconduct in workhouse; large increase in recent years; probable reasons for increase, 4861-2.

SLEEPING OUT.

Every person found sleeping out in Berkshire prosecuted as a rule; fires caused by practice of sleeping out, 4799-802, 4856.

TASKS OF WORK.

Coal sackmaking not so hard as stone breaking, 4725-6. Wood chopping given up in some cases owing to complaints of interference with outside labour, 4727.

UNIFORMITY OF TREATMENT OF VAGRANTS.

Should be required throughout country; enforcement of uniformity would not be difficult, 4675, 4744-7, 4780-4, 4837, 4859-60. Might be secured by Order of Local Government Board, 4788-9, 4839-41. Difficulties of securing, from popularly elected bodies, 4837-43. Grants from county might be made conditional on uniform system being carried out, 4842.

VAGRANCY.

Report on, in Berkshire in 1904, 4646. Gradual decrease in, up to 1900 in Berkshire, but subsequent increase attributed to South African war and bad trade, 4646-51. Reduction of, in Berkshire, owing to public ceasing to give alms on introduction of way-tickets, 4766-9. Whether law relating to, could be worked by officials apart from guardians, 4844.

VAGRANTS.

Recent increase of crime by, in Berkshire, 4652. Many travel between London and the west through Berkshire, 4653-6. Small proportion of *bona fide* workmen amongst, 4657-60. Identification of criminal vagrants suggested, with system of finger-prints, 4685-8, 4742-3, 4863-4. Reasons for lax treatment of, in some unions, 4747-8, 4753. Few come under notice of police, 4749. One authority in each county to deal with, not recommended, 4770-3, 4857. Travel mostly on main roads, 4836. Gipsies a nuisance in Berkshire, but dying out, 4818-22. Route traversed by, depends on expectation of charity from public, 4835. Should be confined to main roads as far as possible, 4847.

WAY-TICKET SYSTEM.

Varying success of, in Berkshire, owing to want of support of guardians and of adjoining counties, 4661-6, 4675-6. If made general and uniform would be of advantage, but system should enable police to identify idle vagrants, 4667-71, 4675, 4728, 4744-6, 4859. Would assist to stop begging and help honest man so far as casual ward vagrants are concerned, 4672-4, 4738-41, 4870-1. Tickets might be issued by workhouse masters and would be certificates of identity, 4728-31. Man leaving his route should be prosecuted under Vagrancy Act, 4736-7. System would not increase the number of regular tramps, 4796-8.

WORKHOUSES.

Situation (as to main roads) of workhouses in Berkshire, 4823-30.

MR. PRESTON-THOMAS (1-730, 8276-8544).

Has been an Inspector of the Local Government Board since 1894, first in the Eastern Counties district and then in the Devon district, and previous to that was for a considerable period in the Local Government Board and Privy Council offices. His present district is Devonshire, most of Somerset, and Cornwall, 1-5.

Made a report in 1904 on methods of dealing with vagrancy in Switzerland, 8276.

ALMSGIVING.

Professional vagrants would vanish if casual almsgiving were stopped, 694-7. Largely a practice of poorer classes, 698. Alms often demanded by threats, 699-701. Diminished in Switzerland by labour colonies and way-ticket system, 8374.

ARMY.

Effect of short service system on vagrancy, 594. Returns of 1897 and 1898 as to proportion of vagrants said to have been in the Army, 595-6. Militiamen using casual wards going to and from training: complaint as to detention, 8541-4.

BATHING OF CASUAL PAUPERS.

Not now a deterrent, 495-7. Advantages of, from sanitary point of view, and as means of detecting disease, 498, 529. Should be made compulsory, 500.

BEGGARS.

Early legislation stringent and repressive, 7-8, 13, 17-19. Law against, in Switzerland, varies in each Canton, 8281-3. Decrease in, in Switzerland: causes, 8372-3, 8436.

CASUAL PAUPERS.

First required to be kept in separate ward, dieted and set to work, by general Order of 1842, 39. Identification system in London, 111-21, 428; numbers identified in 1903, and numbers detained four days, 424-5; no identification system in country, 427-8. Disposal of food found on, 378-80. Procedure in case of sick vagrants, 465-75. Often refuse work when offered; instances quoted, 506. Treatment of, not reformatory: no religious services provided on Sundays, 541-2. Mostly professional tramps, 692. *See also* VAGRANTS.

CASUAL WARDS.

Guardians required to provide by Act of 1871, 102. Separate cells: commended by Poor Law Board in 1868, and by Local Government Board in 1871, 96, 104; cell system need not necessarily be introduced in every workhouse, 606. Dayrooms in; when first suggested by Local Government Board, 167-71. Practically every union has a casual ward, and many have separate cells, 208-11, 603-4. Expense of providing modern wards hard on small unions, 453-8. Abolition of, suggested to House of Lords Committee in 1888, 507. Sunday a day of idleness in, 541-2. Now generally free from vermin, 545-6. Cost of modern wards, instances of expensive and cheap wards, 610-22; if rendered useless by change in present system large amount of capital expenditure would be lost, 623. Not as a rule available for other workhouse purposes, 624. Annual cost of maintaining wards, difficult to estimate, 632-4. Sudden inrush of tramps could be met by temporary provision, 726-7. Guardians sometimes difficult to persuade to provide necessary accommodation, 729. Control of, by combination of unions undesirable, 8469. Might be transferred to standing joint committee; difficulties in way, 8470-4, 8477, 8493-4.

MR. PRESTON-THOMAS—*cont.*CASUAL WARDS—*cont.*

- Might be rented from guardians, and workhouse master appointed constable in charge, 8478-80.
- Some wards might be closed if control were transferred to police, 8492-4.
- Expenses of, might be diminished if task of work is not enforced, but numbers might largely increase, 8495.

CHILD VAGRANCY.

- Proportion of children very small compared with total number of vagrants, 265-71.
- Vagrant Children Protection Bill of 1904, 513-5.

COMMON LODGING-HOUSES.

- Number of vagrants relieved in, now insignificant, 202-7.
- Absence of, sometimes drives men to casual wards, 386.

DETENTION OF CASUAL PAUPERS.

- For four days, authorised by Casual Poor Act, 1882, but mainly carried out in London, 136-8, 426; outside London, cases so detained rare, 344-6, 418; not much objection has been raised, although practice savours of imprisonment, 419-20.
- Discretion allowed by regulations largely exercised by guardians, 417-23.
- Extension of power of detention advocated by House of Lords Committee in 1888, 507.
- No exceptions should be made; guardians should be required to detain everybody except genuine workers provided with tickets, 605, 647, 663, 674, 711-8.

DIETARY OF CASUAL PAUPERS.

- Uniform diet prescribed for London, 93-4.
- Compared with that of prisoners, 336-43, 347.
- Order of 1887 abolished bread-and-water diet for breakfast and supper in London, and improved children's dietary, 362, 411; improved diet has not increased number of child vagrants, 412-5.
- Cost of, 363-5.
- Has remained stationary since 1882, while that for prisons and workhouses has been improved, 366.
- No meals supplied outside casual wards unless by voluntary effort, 369-76.
- Improvement of, would tend to attract vagrants unless working conditions were altered at same time, but maintenance of present scale is not justified, 384-5, 416; dietary should be improved and made uniform, with no alternative, 647.
- Order of 1882 prescribes alternative dinner of bread and soup, but alternative is not often given, 405-10.

ENFORCEMENT OF REGULATIONS.

- Enforcement of provisions of Order of 1882 as to search, detention, and task, especially if there are cells, almost invariably results in reduction in number of casual paupers, but neighbouring unions suffer unless uniform action is taken: instances showing this, 490-4, 501-6, 602.

INFECTIOUS DISEASE SPREAD BY VAGRANTS.

- Circulars of Local Government Board as to, 528.
- Reports of medical officer of health of Newcastle-on-Tyne, 530.
- Conferences convened by London county council in 1894 and 1904 as to, resolutions passed, 530.
- Suggestions made to Local Government Board as to compulsory vaccination, etc., 531-4.
- Procedure in case of tramp found to be suffering from smallpox on admission to casual ward, 535-6; casual wards sometimes closed, 537-8.
- Persons suffering from smallpox can be compulsorily detained in workhouse or infectious hospital, 539-40.

LABOUR BUREAUX.

- Information as to work available might be posted in workhouses and police stations, 642-3.

LABOUR COLONIES.

- Recommendations made to Local Government Board as to, 516-7.
- Scheme proposed by Poor Law Unions Association, 517, 583.
- Number in England, 566-7.

MR. PRESTON-THOMAS—*cont.*LABOUR COLONIES—*cont.*

- Colonies having power of detention should be conducted by a responsible authority, not a philanthropic society, 569-75; prison authority preferred to local authority, 576-8, 583-4; voluntary colonies would be useful as adjuncts to others, as in Switzerland, 574-5, 582.
- German colonies all voluntary, with no powers of detention, 579-81.
- Detention in casual ward not analogous to detention in labour colony, 585-7.
- Select Committee of 1896 on Distress from Want of Employment reported against establishment of voluntary labour colonies for unemployed, 588.
- Objections to voluntary State colonies for vagrants, 588-92.
- Difficulty of obtaining information as to subsequent career of men going through voluntary colonies, 593.
- German colony at Munden (Herts); description of colony, 8440-8, 8517-8.
- Elaborate buildings not necessary, 8476-7.
- Inducement to work in shape of additions to diet desirable in a penal colony, 8515-8.
- Classification of; criminals might be sent to colony under Home Office, and habitual vagrants to colony under local control, 8532-4.
- Compulsory detention should only be carried out by State or local authority, not by voluntary society, 8535-8.
- Detained vagrant should be placed in same category as prisoner, and labour colony in same category as a prison rather than as an inebriate home, reformatory or industrial school, 8539-40.

LABOUR COLONIES IN SWITZERLAND.

- Report on, 8276.
- Method of committing beggars to, 8305-6.
- Period of detention in, varies from six months to three years; minimum practically six months, 8306-8.
- Elected bodies with powers of compulsory detention, 8309-10, 8313-4.
- Payment for maintenance in, made by local authorities, 8311-2.
- Forced labour colonies: system covers whole of Switzerland; officers appointed by, and administration left entirely to, canton, 8317-22.
- Making of straw cases for wine bottles, an industry that would not displace any English trade, 8331.
- Generally, only minor criminals sent to colonies, but practice varies in different cantons, 8335-9, 8420.
- System probably reformatory, but no records are kept, 8375-9, 8408-12, 8434.
- Drink the main cause of men being sent to colonies, 8385.
- Only men under thirty or thirty-five found to be reformatory, 8385-90.
- Advantages of men being dealt with by administrative body rather than by magistrates, 8391-2.
- Cases sometimes sent to colonies from workhouses, 8393.
- Inmates of colonies really learn to work, and some earn decent livelihood afterwards, 8408-12.
- Whether small colonies better than large ones, 8413.
- Colony system favoured by intelligent Swiss people, 8432.
- No complaints of competition with outside labour, 8433.
- Voluntary colonies; started to supplement penal colonies; cost excessive, 8434-5.
- Easier to establish than in England owing to different social conditions, etc., 8437-9.
- Food at, mainly vegetable, but sufficient, 8505-7.
- Work in, hard, with no stimulus in shape of tobacco, extra food, etc., 8505, 8508-14.
- WITZWYL COLONY: its administration, work and diet, 8315-6, 8322-53.
- Hours of work in, longer than in English prisons, 8330, 8332-4.
- Remission of one-third of sentence may be obtained, 8354.
- Small bonus given on discharge, 8355.
- Methods of discharge; some sent to voluntary colonies, 8356-7.
- Wives and children of colonists get outdoor relief, 8358.
- Cost of land, 8359-60; increased value of, 8361-6.

MR. PRESTON-THOMAS—*cont.*LABOUR COLONIES IN SWITZERLAND—*cont.*ITZWYL COLONY—*cont.*

Discipline in colony: punishment by deprivation of food; few escapes; no wall or fence, 8367-70, 8380-4.

Distinctive dress worn by colonists, 8371.

ST. JOHANNSEN COLONY described; old and worn-out men received, 8396-401.

GMUNDEN COLONY: pays its way, 8402-7.

Hours of work, average term of detention, etc., 8414-9.

BASEL COLONY: inmates classified and kept separate; work mainly industrial, 8421-7.

LUCERNE COLONY: consists of two farms, for men and women respectively, 8430.

MID-DAY MEAL FOR VAGRANTS.

Offer of, favoured; it would tend to check indiscriminate almsgiving; co-operation of police would be advantageous, 388-403.

Tickets for, should be issued at workhouse on morning of discharge; meal should be obtained at a police station, 636-40, 717-8, 725.

PAUPERISM.

Depends more on the administration of the poor law than on poverty in any particular district, 257-8.

POLICE.

As assistant relieving officers: system suggested by Poor Law Board in 1848, 46; adopted in London in 1863, 52; effective in Essex, 669; objections of police led to termination of system in London, 75-80.

Quarterly inspection of casual wards in London by, 59. Co-operation of, desirable in providing mid-day meals, 402-3, 638-40.

Transfer to, of relief of vagrants would be costly and difficult, 625; considerations modifying this view, 8468-80.

Whether casual wards might be placed in charge of, 628-31, 8527-9.

Co-operation of, with poor law authority desirable in dealing with vagrants, 626-31, 635.

Ex-policemen generally excellent as workhouse masters, but guardians could not be urged to appoint only such, 8524-6.

PRISON.

Improved diet in, the possible cause of large increase in number of convictions of London casual paupers, 349-361.

Reports of Prison Commissioners as to casuals sent to prison for refusal to work, but found by prison doctors as incapable of hard work, 520.

Often used as a means of getting across a county, 555-7.

Advantages of, over casual wards: Discharged Prisoners' Aid Society, better diet, etc., 558-61, 647.

SCOTLAND.

Vagrancy in, recommendations of Departmental Committee as to, 508.

Treatment of vagrants in, 509-12.

SEARCHING OF CASUAL PAUPERS.

Disliked by tramps, 495.

Advantage of, in case of casuals with money in their possession, 498.

Should be made compulsory, 500.

SENTENCES FOR VAGRANCY.

Three days a common sentence, 347-8.

Average sentence seven days or less, 551.

Under Act of 1824: heavier sentences rarely enforced, 552-4.

Leniency of local magistrates, 554.

Twenty-eight days would probably deter vagrant from preferring prison to casual ward, 562-3.

Cumulative penalties, if imposed, would be highly deterrent, 703-4.

By magistrates in Switzerland usually shorter than those by district councils, 8416.

SLEEPING OUT.

Vagrants less fond of sleeping out than formerly, 387.

MR. PRESTON-THOMAS—*cont.*

STATISTICS AS TO PAUPER VAGRANCY.

Statistical returns not always reliable as representing actual number of vagrants relieved, 197-8, 221, 241-2.

Half-yearly returns of numbers relieved from 1858 to 1904, 197-231, 241-8, 253-6.

Fluctuations in numbers in different years, 223-31; drop in 1900 probably through war, 597-8.

Large increase in 1904: possible reasons for, 231-40.

Statistics as to general pauperism compared with, 249-54.

Numbers in London fairly constant; administration more uniform, 263-4.

Varying estimates of total number of vagrants in England and Wales, 297-9.

TASKS OF WORK FOR CASUAL PAUPERS.

First legalised by Act of 1842, 36.

System of tasks first established by Act of 1871, 102-3.

Oakum picking in prison and casual wards compared, 179.

Competition with outside labour deprecated by Local Government Board, but difficult to avoid, 180-1, 484-9.

Wood chopping an unskilled task and largely employed in workhouses, 182-5.

Time task preferable to fixed task and more uniform, although additional supervision might be required, 320, 447-50, 647, 706-10.

Stone breaking: the chief task in agricultural unions, 325; a skilled task, 429; objections, 429.

Oakum picking wasteful and uniformity cannot be ensured; a penal task, and likely to become obsolete; should be abolished as a task, 326-32, 335, 429.

Ideal task would be unskilled, irksome and laborious but useful, such as corn grinding or stone pounding, 333-4, 429, 433-7, 447.

Infirm casual exempt from task; procedure adopted if tramp pleads illness or inability, 430-2, 459-64, 520-3.

Rough work such as stone breaking alleged to injure hands of skilled workmen, 438-9.

Action of workhouse masters in enforcing task, varies: tendency is always towards leniency, 440-6.

Difficulties of task lessened where large numbers of vagrants are dealt with, 451-2.

Difficulty of small unions receiving many vagrants, 452-8.

Prosecutions for refusal of task: reports of Prison Commissioners, 520.

Should, as far as possible, be uniform, 647.

Work suited to persons of low physique desirable, 647.

Absence of, would render provision of accommodation for vagrants easier, but numbers would probably increase, 8495-8.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

Circulars of Central Department have insisted on, as regards task, dietary, etc., but Orders have allowed wide discretion, resulting in considerable lack of uniformity, 306-7, 323; discretionary power of discharge should be taken away, 647.

Treatment more uniform in Metropolis than outside, but varies considerably, 308.

Uniformity would result in decrease in numbers of casuals, 309-12.

Difficulties in way of uniformity of task, 313-22, 429.

Absolute uniformity cannot be secured, but change in present system of tasks would probably result in less marked variation in different unions, 324.

Might be ensured by Order of Local Government Board, 705.

Essential in dealing with vagrancy, 8466-7.

Local Government Board could issue fresh regulations for enforcing uniformity, but exceptions must be abolished, 8523.

MR. PRESTON-THOMAS—*cont.*

VAGRANCY, HISTORICAL ACCOUNT OF:—

- Early measures against vagrancy concerned relief of begging, not poor law relief, laws against begging being stringent and repressive, 7-10.
- Act of 1536 provided for compulsory apprenticeship of vagrant children, and prohibited giving of alms to vagrant under penalty of ten times the amount given, 11.
- Poor Law Act of Elizabeth did not refer to vagrants, 12.
- Various local Acts passed between Act of Elizabeth and Vagrancy Act of 1824 empowered municipalities to commit vagrants or sturdy beggars to workhouse for periods up to one or even for three years, 13-18, 28-9.
- Vagrancy Act of 1824 an Act for repression of mendicity, but magistrates authorised to grant vagrants discharged from prison certificates or passes to enable them to reach places of settlement, and to obtain relief on the way, 19-22.
- Report of Poor Law Commissioners of 1834 recommended issue of regulations for relief of vagrants and discharged prisoners, 23-4.
- Poor Law Act, 1834, did not deal with vagrancy or begging, 25-7.
- Circular of 1837 drew a distinction between destitute wayfarers and professional beggars, the former to be relieved by relieving officer and the latter by constables under Vagrancy Act of 1824, 30.
- Task of work first enforced at Hatfield about 1838, and legalised by Act of 1842, 31-8.
- General Order of 1842 required casuals to be kept in a separate ward, dieted and set to work, 39.
- Reduction of vagrancy between 1842 and 1844 attributed to enforcement of task, and partly to opening of refuges in London, 40-2.
- Poor Law Act of 1844 authorised combination of unions for provision of casual wards, but scheme for division of London into districts was withdrawn, 42-5.
- Irish famine of 1848 caused enormous increase of vagrancy, 45.
- Minute of 1848 issued by President of Poor Law Board called attention to necessity of discriminating between professional vagrants and those really in distress, and suggested uniformity in (a) refusal of relief to men not actually destitute, (b) a sufficient task, (c) employment of police as assistant relieving officers, and (d) system of passes or certificates: decrease in vagrancy followed, 46-9.
- Scheme to divide London into districts again put forward in 1857 but withdrawn, 50-1.
- Circular of 28th December, 1863, recommended appointment of police as relieving officers for vagrants in London: proposal generally adopted, 52-6.
- Houseless Poor Acts of 1864 and 1865 made vagrancy a common charge in London, and required every London union to provide casual wards, 57-8.
- Circulars of 1864 and 1865 specified requirements for casual wards, recommended task and bath, and announced arrangements by which police would inspect wards in London quarterly, 59.
- Reports of Poor Law Board Inspectors in 1866 showed great diversities as to treatment of tramps; more than one-third were relieved in common lodging-houses; many workhouse masters would not enforce tasks, 60-5, 70-4.
- Report of Poor Law Board of 1866 commented on increase of vagrancy, particularly in London, and on objection of police to act as assistant relieving officers in London: system terminated in 1872, 75-80.
- Special officers appointed in 1872 by boards of guardians as assistant relieving officers in place of police, and central supervision provided by four officers appointed by Local Government Board, 81-92.
- Order of 1866 prescribed uniform diet for casuals in London, 93-5.
- Poor Law Board circular of 1868 suggested that register of applicants for admission should be kept; that they be searched, bathed and made to perform task, and commended system of separate cells, 96-9.
- Report of 1871 by Mr. Wodehouse as to vagrancy in Kent—system broke down at hop-picking time, 100-1.

MR. PRESTON-THOMAS—*cont.*

VAGRANCY, HISTORICAL ACCOUNT OF—*cont.*

- Pauper Inmates Discharge and Regulation Act, 1871, required guardians to provide casual wards and established system of tasks; Order of 22nd November, 1871, prescribed regulations, 102-7.
- Report of Local Government Board in 1872 commented on reduction of vagrants, attributed mainly to new Act, 108-10.
- Circular of 30th May, 1872, as to appointment of identification officers in London, 111: Reports of 1873 and 1875 referred to success of identification system and the consequent reduction of vagrancy in London, and suggested further measures for habitual vagrants, 112-22.
- Subsequent reports (1878-1880) referred to increase of vagrancy attributed to depression in trade and severe winter, 133-5.
- Casual Poor Act, 1882, authorised detention for four days, and increased task, 136-42.
- Order of 1882 prescribed regulations: summary of, 144-62.
- Decrease of vagrancy immediately after 1882, but subsequent increase till 1889, 165-6.
- Trafalgar Square gatherings of 1887; their effect on casual wards in Metropolis, 177.
- Circulars of 1887 and 1888 suggested earlier time of discharge for casuals, 178.
- Circular of 1888 as to wood chopping deprecated competition with firewood manufacturers, 180-5.
- Circular of 1889 advocated uniformity of treatment in London, 186-7.
- Order of 11th June, 1892, authorised casual to claim discharge at 5.30 in summer and 6.30 in winter, 188.
- Deputation of guardians to Local Government Board in 1895 pressed appointment of Royal Commission or Departmental Committee, but request was declined and circular of 1896 issued urging enforcement of Order of 1882, 189-92.
- Reports of Local Government Board Inspectors in 1903, on subject of vagrancy, 193-4.
- Deputation of 23rd February, 1904, from Central Poor Law Conference and Poor Law Unions Association resulted in appointment of Departmental Committee, 195.
- VAGRANCY.
- Reduction in, followed issue of official circulars, 126-30.
- Fluctuations of vagrancy: diagram showing ebb and flow, 123-5, 132, 222, 231.
- Localisation of: average number per casual ward highest in London and lowest in North Wales and Cornwall, 300-3.
- Vagrancy Bills of 1904, 513-4.
- Summary of recommendations made to Local Government Board for amendment of present system dealing with, 516-9.
- Swiss system has diminished vagrancy and begging, 8277-80, 8372-3.
- Voluntary society (Inter-cantonal Union) established in certain cantons, for aiding *bona fide* travellers, 8283-6, 8300-1, 8449-50, 8453-62, 8503.
- Lucerne Inter-cantonal Union: administration described, 8430-1.
- Every traveller in Switzerland must carry book containing papers of origin, and certificate of having worked; results of refusing work, 8453-61.
- Relief stations of Inter-cantonal Union: ordinary houses, not places built for purpose: stations described: not inspected by Government, 8475, 8499-504.
- County authority (police) preferred for dealing with, in England; present system unfair to small unions; combinations of unions objected to, 8467-72.
- VAGRANTS.
- Number of, in any district depends largely upon action taken in other districts and on action of magistrates, 257-60.
- Ages of; analysis of admissions to Exeter workhouse for one year; proportion over 65 compared with general population; mostly in able-bodied period of life, but many handicapped by disabilities, 272-87.
- Not an ill-fed class, 377.

MR. PRESTON-THOMAS—*cont.*VAGRANTS—*cont.*

Often spend their last money on drink and enter casual ward full of liquor, 381-2.

Many travel from workhouse to workhouse without using common lodging-houses, 386.

A police rather than a poor law nuisance, and police should co-operate in dealing with them; vagrant objected to as beggar, not as tramp, 403-4, 599, 625-7, 635.

Material condition of, has improved; tramp now a clean person, 543-4, 547-50, 600-1.

Present system of dealing with, cheap, 599.

Follow the high roads generally; some unions rarely see a vagrant, 607-9.

Less than one-third of the total number of vagrants are in casual wards; difficulty of dealing with remainder, 641.

Ragged state of clothing may sometimes prevent vagrant obtaining work, 644-5.

Honest wayfarers few in number at ordinary times, 646; suggested treatment of, 647-68; discretionary power of workhouse master should be abolished, 669.

Avoid workhouse where strict discipline is enforced, 675.

Classification of, into (1) criminal, (2) employable, (3) incapable, 678-81.

Earnings of, sometimes considerable, 702.

Large railway works, etc., attract vagrants, but as a rule only as hangers-on to the workers, 728.

Uniform system of management for, with food tickets, police supervision, etc., would reduce numbers, 8488-91.

WAY-TICKETS OR PASSPORTS.

Magistrates authorised by Vagrancy Act of 1824 to grant certificates or passes to vagrants discharged from prison, 19-22.

Suggested by Poor Law Board in 1848, 46; commended by Poor Law Board in 1868, 96; and by Local Government Board in 1883, 168.

Recommendations recently made to Local Government Board as to, 516.

If system is introduced, police should issue way-tickets to vagrants at starting place, and food tickets should be given at workhouse on morning of discharge, 636, 647.

Suggested tickets for genuine workers: possible objections to, 647-68, 717-25; police could assist scheme by telephonic communication, 676-7.

Swiss system of passes described, 8283-97, 8452, 8519-22.

Defects of existing English system, 8290.

If new system established in England, relief stations should be at casual wards or police stations, 8298-9.

Ticket insisting on particular route undesirable, 8452.

Suggested system for England; police should issue tickets, 8463-5.

WOMEN VAGRANTS.

Less than one-tenth of whole number of admissions, but in London proportion about one-fifth; decrease in recent years, 288-96.

All women should be detained, and admitted to workhouse if they wish it, 682.

Probable reasons for small number of women on tramp, 688-90.

WORKHOUSES.

Attendance of medical officers at, 476-81.

Workhouse officials generally kind, 670-3.

Proportion of men and women in, 691.

Swiss institutions described, 8302-4.

Many inmates of English workhouses would be better in penal colony, 8394-5.

Berne poorhouse: a workhouse with 250 acres of land, and power of compulsory detention, 8428-9.

MR. P. HARDING ROBERTS (5504-5639).

Clerk to guardians of Holywell union; hon. secretary of North Wales Poor Law Conference, 5504-6.

ALMSGIVING.

Alms demanded by vagrants from wayside residents, 5601-2.

MR. P. HARDING ROBERTS—*cont.*

ARMY.

Large proportion of vagrants belong to Army Reserve or are pensioners, 5589-94.

Pension papers never found on vagrants, 5594-8.

Pensions should be paid oftener than quarterly, 5594

BATHING OF CASUAL PAUPERS.

Not general in North Wales, 5533.

CASUAL PAUPERS.

Treatment of, in North Wales unions: statistics as to, 5510-7; Orders of Local Government Board not strictly enforced in any union, 5520; *bona fide* working men detained one night at master's discretion, 5520-3.

Sometimes hide their goods, etc., before applying for relief, 5535-6.

Nationality of, relieved in certain unions in North Wales, 5550.

CASUAL WARDS.

In North Wales: detailed particulars as to accommodation, number of admissions, diet, task, etc., 5510-5; present wards often too near each other: some might be closed and others rebuilt, 5575-7, 5585-6.

Administration of, should be left in local hands, but cost of, should be borne by State, 5578, 5588-9, 5619-22, 5631.

Mostly at workhouses in North Wales, 5617-8.

CHILDREN.

Comparatively few vagrant children, but they should be taken away from parents and sent to industrial schools, 5557-60, 5601, 5639.

COMMON LODGING-HOUSES.

Not very numerous in North Wales, but used to some extent for relief of vagrants, 5633-5.

CONVICTIONS.

For begging and sleeping out in North Wales, 5540.

Failure to procure, a discouragement to police in apprehending beggars, 5600.

DETENTION OF CASUAL PAUPERS.

Detention on Sundays mostly observed in North Wales; practice urged at conference of guardians, 5523, 5632.

ENFORCEMENT OF REGULATIONS.

Stringency in, with police vigilance, would cause decrease in number of vagrants, 5540, 5570.

INFECTIOUS DISEASE.

Instances of smallpox being spread by vagrants, 5547-8; bathing not always a protection against, 5549.

LABOUR COLONIES.

State colonies for large areas for treatment of habitual vagrants favoured, 5632.

Establishment urged by conference of unions in North Wales, 5632.

POLICE.

Act as assistant relieving officers in some unions in North Wales, 5518-9, 5524-32.

Police stations generally near casual wards in North Wales, 5528-30.

More vigilant in some counties than others, 5541-4.

Should search in all cases and give tickets for casual wards, 5573-4, 5616.

PROSECUTIONS IN NORTH WALES.

Statistics as to, for offences by vagrants; variation in different counties, 5540-6.

Proportion of, to numbers relieved, cannot be stated, 5546.

SEARCHING OF CASUAL PAUPERS.

Men searched at police stations in North Wales, where relief is administered by police, 5524-5, 5534.

Women not searched by police, 5537-9.

MR. P. HARDING ROBERTS—*cont.*

SENTENCES.

Leniency of magistrates in North Wales, 5540.
 No stipendiary justices in North Wales, 5599.
 Short sentences not deterrent but sometimes a help to vagrant on his journey, 5561-5.
 Less than fourteen days useless, 5566-7.

STATISTICS.

As to casual wards, numbers relieved, tasks, treatment, way-tickets, etc., in North Wales, 5510-7, 5635-8.
 As to offences by vagrants in North Wales, 5540-2.

UNIFORMITY OF TREATMENT OF CASUAL PAUPERS.

Lack of, in North Wales; guardians too sympathetic, 5509, 5568, 5579.
 Orders of Local Government Board not strictly enforced in North Wales, 5520, 5572.
 Desirability of enforcing, 5569-72, 5584.
 Difficult, if administration is left to guardians, but it should be made compulsory, although it would be heavy charge on smaller unions, 5572-5.
 Extension of area of administration to counties objected to, 5581.
 Urged at conference of guardians of unions in North Wales, 5632.

VAGRANCY.

Steady increase of, in Wales in recent years, 5507-8.
 Causes of, and suggested remedies; resolutions passed at conference of North Wales guardians, 5551, 5579-80, 5632.
 State should take over whole cost of, but not control; administration should be in hands of local guardians with perhaps police inspection, 5587-9.
 An eternal subject at poor law conferences; police often suggested as the authority to deal with, 5623-31.

VAGRANTS.

County or police administration not favoured, as making treatment too penal, 5581-3.
 Very few *bona fide* working men, probably only 3 or 4 per cent., 5603-4.
 Ultimately become too old to tramp, and become chargeable, 5605-9.
 Distinction between man requiring relief because of illness or old age and tramp preferring vagrant life, 5605-9.
 Relief of, not a police question, but one of destitution, 5610-6.
 Many are able-bodied, 5611-4.

WAY-TICKETS.

Red, white and blue tickets in use in four unions in North Wales: description of tickets, 5513-7; tickets issued by police, 5518-9.
 System advocated, to distinguish *bona fide* worker from habitual vagrant, 5551-6.
 Genuine worker would not object to obtain ticket from police, 5555-6.
 Gloucestershire and Berkshire systems, 5552-3.

MR. RODERICK ROSS (6942-6984).

Has been chief constable of Edinburgh for last five years, 6942. Was previously chief constable of Bradford, and chief constable and assistant relieving officer at Ramsgate, 6972-4.

BEGGING IN EDINBURGH.

Offenders prosecuted under Local Act: results of prosecutions: cases sometimes sent to parish authorities, 6949-51.

CASUAL WARDS.

Advantages of; tasks deterrent, 6975-6, 6980.

COMMON LODGING-HOUSES IN EDINBURGH.

Under supervision of sanitary authorities, not police, 6963-4.
 Salvation Army lodging-house, 6978-9.
 Cheap lodging-houses attract tramps, 6979.

MR. RODERICK ROSS—*cont.*

POLICE IN EDINBURGH.

Have no official relations with poor law authorities, but co-operate with them, 6965-6.

POORHOUSES IN EDINBURGH.

Two: for old and infirm inmates, 6967-71.

SHELTERS IN EDINBURGH.

Rarely full, although breakfast and supper are given; applicants are not searched, and no task is exacted, 6956-61, 6980.

SLEEPING OUT IN EDINBURGH.

More cases than usual last winter, owing to attraction of free meals, etc., 6952-3.
 Number of convictions for, 6954-5.

VAGRANCY IN EDINBURGH.

No means of relieving at police stations, but cases of absolute necessity sometimes placed in cells, and fed, 6943-8.
 No risk of man dying from want of food or shelter in Scotland, 6977.

VAGRANTS.

Conditions in Scotland easier for, than in England: attractions of free distribution of food, 6981-2.
 All habitual vagrants should be isolated as pests to society, 6982-4.

MR. C. SIMMONS (3235-3513).

Has been superintendent visiting officer of Metropolitan casual wards for twenty-three years; was visiting officer for seven years previously, 3235-7.

BEGGING.

London casuall not professional beggars, 3291-8.
 Food, etc., obtained by: East End more charitable than West End, 3305-8, 3458.

CASUAL PAUPERS IN LONDON.

Proportion of genuine working men amongst, 3281-2.
 Idleness their ideal existence, 3299-302.
 Habitual casuall mostly well nourished and able-bodied, 3309-12.
 Many travel round country, 3314.
 A variable and singular class, and unlike country vagrants, 3347, 3444-5; "once a London tramp always a London tramp," 3490.
 Numbers admitted to casual wards in 1903 and 1904, 3354.
 Dislike workhouse and look down on ordinary paupers, 3463-5.
 Downfall generally due to drink, 3466-9.
 Do not commit thefts or assaults, 3472-3.
 Begin as country tramps, 3474-6.
 Not so rough a class as formerly, 3477-9, 3486.
 Sick vagrants sent to workhouse infirmary, 3503-4.

CASUAL WARDS IN LONDON.

Twenty-eight separate wards, and twenty-eight separate authorities governing them, 3239, 3257; treatment not uniform, 3285.
 Regulations of Local Government Board generally enforced, 3243.
 Procedure in case of person applying for admission, 3244-5, 3261-4.
 Task of work in, varies, 3246-7; but is generally sufficient, 3319; tasks for women, 3248; wards popular where task is not strictly enforced, 3258-60, 3265-7.
 Dietary in, 3249-56, 3277-80; no complaints of its insufficiency, 3254; bread often left uneaten, 3305-7.
 Total accommodation in, 3268; mainly on separate cell system, 3446; accommodation sufficient; some wards never full, 3269-73, 3456; others always full owing to easy task, 3274-6.
 Wards should be placed under one authority to ensure uniformity of treatment, 3285-6, 3318, 3411-2.
 Nine hundred and fifty habitual tramps (men and women) practically live in wards, 3287-8, 3290; analysis of their ages, 3289.

MR. C. SIMMONS—*cont.*

CASUAL WARDS IN LONDON—*cont.*

Preferred by vagrant to workhouse, 3290-1.
Bread often left outside wards, 3303-6.
Medical officer always available, 3320-1, 3495-8.
Information as to, soon circulated by casuats, 3348-50.
Cases of men coming from Salvation Army shelter to be cleansed, 3369.
Identification officers; duties to point out casuats liable to detention for four nights, 3373-4, 3390; have no authority to enforce detention, 3382-3; casual often escapes identification, 3376-81; numbers identified and detained in 1904, 3397-9; *bona fide* working men not identified, 3502.
In theory, casuats only entitled to sleep in wards twice a month, but in practice the "old hands" sleep there every night, 3386-96.
Refusals of admission for want of room, 3400, 3456, 3493-4; mainly at wards where task not strictly enforced, 3401-10; persons refused admission do not sleep out, 3413-9.
Separate cells formerly deterrent, but casuats now accustomed to them, 3447-54.
Separate cells preferred by *bona fide* working men, 3452-3.
Complaints that shelters have effect of filling wards, 3457.
Abolition of, and admission of casuats to workhouse; whether it would be deterrent, 3459-62.
Work cells sufficiently large, 3491-2.

CONVICTIONS.

For 1900-1904 in London, 3353, 3355.

DETENTION.

For four days not enforced at Poplar or Whitechapel, 3374-5.

LABOUR COLONIES.

Would not succeed with habitual vagrants, even with compulsory detention, 3356-60; but might benefit the younger hands, 3434.

POLICE.

Advantage of police experience in dealing with vagrants, 3483-5.

PRISON.

Preference for, often shown by casuats, 3322-6, 3330, 3334-42, 3351-2, 3358.
A deterrent to some casuats, 3338-9.

SENTENCES.

Particulars of, given to certain habitual vagrants, 3322-42, 3435-40, 3511-3.
Of more than twenty-one days preferred by casuats, 3343-6, 3441-8, 3470-1.
Variation in, given by different magistrates, even at same court, 3421-8; men seldom discharged, 3429-30.

TASKS OF WORK.

Cleaning as a task, 3314-7.
Alternatives to stone breaking difficult to suggest, because of possibility of interference with outside labour, 3361-6.
Stone breaking easy to some casuats, 3367.
Prosecutions for refusing; certificates of medical officer not always obtained, 3431-3, 3505-10.
Whether time task would be preferred to piece work, 3499-3501.

VAGRANTS.

Attracted to London by Lord Mayor's fund; afterwards remain there, 3283-4, 3444.

MR. H. B. SIMPSON (1060-1284).

Member of the Committee and Principal Clerk in Home Office, 1060.

BEGGING AND SLEEPING OUT.

Statistics as to, 1064-84.

CHILDREN OF TRAMPS.

Existing law sufficient to deal with, 1144-73.

MR. H. B. SIMPSON—*cont.*

HOME OFFICE.

Secretary of State has no statutory powers or duties with regard to vagrants as a class, but certain institutions under control of Home Office receive vagrants, 1061.

Objection of, to new offence being created, 1161-3.

Experience of, with regard to institutions under local or private control subject to State inspection, 1274.

IDENTIFICATION OF VAGRANTS.

Might be effected by finger-prints, 1127-9, 1246-50.

INEBRIATE REFORMATORIES.

Proportion of vagrants in, cannot be stated, 1062.

As precedent for labour colonies, 1198-233.

LABOUR COLONIES.

Inebriate reformatories as precedent for, 1198-233.

Not to be conducted for purpose of profit, 1216-8.

Habitual vagrants might be committed to, by quarter sessions for term not exceeding three years, 1233-5.

Distinction between compulsory farm colonies and prisons, 1262-9.

Home Office would have no objection to either local or voluntary management of, with State control, 1274-5.

System need not be universal, 1276.

County and Government might each contribute towards cost of man committed to, by quarter sessions, 1277.

POLICE.

As assistant relieving officers, 1174-97; views of Home Office, 1174-8, 1189-93; objections to, 1179-82; advantages of, 1183; circular of Poor Law Board in favour of, 1189; services paid for by boards of guardians, 1194-5; system largely in use in Wales, 1196-7.

Visit casual wards every day in many unions, 1184-6.
Co-operation of, essential in treatment of vagrants, 1187.

PRISONS.

Cranks and treadmills abolished since 1899, 1135-6.
Apart from diet, prisoners under impression that conditions of prison life have improved, 1137-8.

Diet in, must be adequate for all classes of prisoners, and therefore better than what might be actually necessary for vagrants, 1139-40.

Accommodation for short time prisoners insufficient, 1251-2.

Building new prisons; powers of Prison Commissioners and Secretary of State, 1253-9.

Prisons may be established under special regulations as to age, sex and health, but not for special class of convicted offenders, 1260-1, 1270-4, 1281-4.

Few petitions received from prisoners in regard to enforcement of Vagrancy Act, 1278-9.

PROSECUTIONS.

For begging and sleeping out since 1859, 1064, 1069; different counties compared, 1069, 1074; number depends more on practice of local police than on number of vagrants, 1069.

Largely influenced by local circumstances, 1083.

For misbehaviour by paupers since 1857, 1085-91; marked increase since 1899, 1086; probably attributable to impression that prison discipline had been relaxed, 1133-8; probable explanation of fluctuations in numbers in different years, 1085-6.

RETREATS FOR INEBRIATES, 1200-2, 1210-5.

SENTENCES ON TRAMPS.

Lack of uniformity in, 1093-102.

Single magistrate can only sentence up to fourteen days, 1094-5.

Under fourteen days not given separately in Home Office returns, 1099-1100.

Magistrates exercise discretion freely, 1101.

Statutory minimum of fourteen days suggested, 1103, 1119-26.

MR. H. B. SIMPSON—*cont.*

SENTENCES ON TRAMPS—*cont.*

Practice of "binding over" would be useful, 1105-17 ; some system of registration would be necessary, 1127-9.

Seven day sentence would be detrimental to inebriate tramp, 1130-1.

Sentences of imprisonment cannot be made more deterrent except by being made longer, 1141-3.

Secretary of State can advise Crown to remit any sentence, 1280.

VAGRANCY.

Increase in 1903 probably caused through slackness of trade, 1068.

Criminal and poor law vagrancy compared, 1076-82 ; poor law vagrancy has doubled, while criminal vagrancy has decreased, 1081 ; probable reasons for difference, 1082-4.

Sir John Gorst's Vagrancy Bill followed wording of Inebriate Reformatory Act, 1206 ; and dealt with vagrants only as offenders against criminal law, 1219-21, 1233.

VAGRANCY ACT, 1824.

Majority of persons committed under, probably not vagrants, 1063-4.

Deals with persons for their mode of life rather than for particular offence, 1228-9.

Allows magistrates to give way-tickets, 1230.

Procedure under, in case of incorrigible rogues, 1235-45 ; convictions usually for neglecting to maintain wife and family, 1240-5.

Has worked well, 1229.

CAPTAIN STERNE.

Chief constable of Wiltshire.

See MR. A. C. MITCHELL.

REV. A. S. THOMPSON, B.D. (2893-3042).

Vice-chairman of Wycombe board of guardians ; has been a guardian for twelve years, 2893.

CHILDREN.

Of habitual vagrants should be taken from them, 2934-45 ; application of Industrial Schools Act and Poor Law Act, 1899, 2935-56 ; whether parents should be punished, 2955-6.

Poor law school preferred to industrial school for, 2948-9.

National Society for Prevention of Cruelty to Children might be utilised, 3008-11.

COMMON LODGING-HOUSES.

At Wycombe and Marlow, 3021.

INFECTIOUS DISEASE.

Smallpox spread less through casual wards than through common lodging-houses, 2960-3, 3020.

Bathing and searching as aids to detection of, 2961-3, 2965-7.

Medical officer should inspect casual wards more frequently, 2964.

LABOUR COLONIES.

Personal experience of Swiss colonies, 2976-84.

Organisation of labour the chief difference between voluntary colonies and country workhouses, 2988-90.

In Swiss and German colonies small payment made to colonists, 2992.

Comparison between penal colony, out-door prison and lunatic asylum, 2993-5.

LABOUR BUREAUX.

Advocated, 2913.

MID-DAY MEAL.

Favoured as preventing necessity for begging, 2968-75, 3034.

POLICE.

Effect of visits to casual wards advantageous but not deterrent, 3003-7, 3035-7.

PRISON.

Diet in, better than that in casual wards, 2929-33.

SENTENCES.

Fifteen days, as a rule, at Wycombe, for refusing work, etc., 2928, 3039-40.

REV. A. S. THOMPSON, B.D.—*cont.*

TASKS OF WORK.

Farm work as a task unsuccessful, owing to lack of supervision and of power of detention, 2898-902.

Wood sawing a desirable task, 2905-8, 2957.

Stone pounding as a task, 2958-9.

VAGRANTS.

Classification of:—(1) hereditary or professionals ; (2) itinerant unemployed ; (3) social derelicts ; suggested treatment of each class, 2909-12 ; proportion of each class, 3028-33.

Vagrants rare in Switzerland, 2984.

Co-ordination between local authorities essential to successful treatment of, 2913, 2985.

Discouraging effect of antagonistic feeling between guardians, police, and magistrates, 2986-7.

WAY-TICKETS.

Or passports, with personal registration suggested ; system would be effective if made general, 2913-6, 2922, 2939-40, 3022-4.

Form of ticket suggested, 2917, 2921

Tickets should be issued at police stations, 2918-21.

WYCOMBE CASUAL WARDS.

Reduction in number of admissions caused by strict enforcement of task, 2895-6, 2923-6 ; no complaints received from other unions, 3000-2.

Stone breaking the only task at, 2897-8, 2903-4.

Prosecutions for refusing task, rare, 2927, 3027, 3038 ; medical officer examines, if vagrant claims examination, 3018-9, 3025-6.

No recent increase in number of vagrants, 2996.

Regulations carried out at, 2997.

Police visits valuable but not deterrent, 3003-7, 3035-7.

Both men and women received by porter, 3014-5.

Situated on road frequented by vagrants, 3041-2.

WYCOMBE WORKHOUSE.

Number of inmates, 3016.

Medical officer visits thrice weekly, 3017.

MR. H. J. TORR (10148-10346).

Justice of the Peace for Lincolnshire ; joint author of report by Committee of the Lindsey justices on the Belgian labour colonies, 10149. Has been an ex-officio guardian, 10311-2.

BEGGING.

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MR. WILLIAM VALLANCE (9684-9877).

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MR. H. G. WILLINK (8852-9047).

Barrister-at-law, Justice of Peace for county of Berkshire, Member of county council and chairman of Bradfield board of guardians since 1892, 8852-3. Was previously a member of Paddington board of guardians, 8854. Was a member of the special committee of the Charity Organisation Society on distress from want of employment, 8855.

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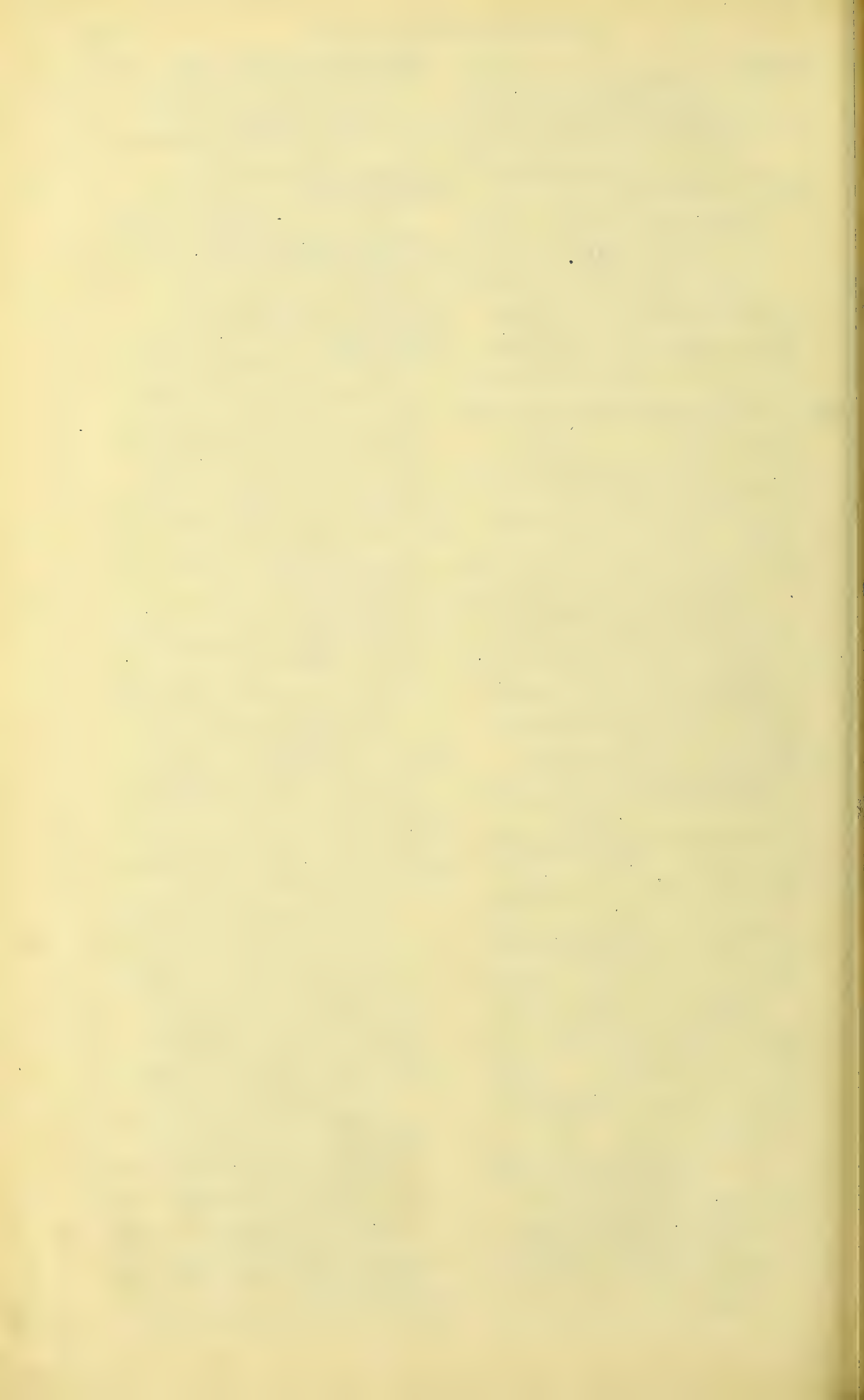
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VAGRANCY COMMITTEE.

APPENDIX TO THE REPORT

OF THE

DEPARTMENTAL COMMITTEE

ON

VAGRANCY.

VOLUME III.

APPENDIX, WITH CHARTS AND MAPS.

Presented to both Houses of Parliament by Command of His Majesty.



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APPENDIX I.

CHRONOLOGICAL LIST OF STATUTES RELATING TO VAGRANCY.

5 Edw. III., ch. 14 (1331).	"Roberdesmen," "wastours*" and "drawlatches" to be arrested.	Rep. Stat. Law Rev. Act, 1856.	Appendix I.
23 Edw. III., st. 1, ch. 7 (1349).	(Statute of labourers.) Forbids upon pain of imprisonment the giving of alms to valiant† beggars who refuse to labour at the fixed rates.	Rep. 21 James I., ch. 28, s. 11.	
25 Edw. III., st. 1, ch. 7 (1350-1).	Labourers, servants, and artificers to work at fixed rates. Those fleeing from one county to another to be imprisoned.	Rep. 21 James I., ch. 28, s. 11.	
7 Rich. II., ch. 5 (1383).	Confirms 5 Edw. III., ch. 14. Vagabonds to "find surety of their good bearing" or in default of finding surety to be imprisoned.	Rep. 21 James I., ch. 28, s. 11.	
12 Rich. II., chs. 3, 7, 8, 9 (1388).	Confirms previous statutes of labourers. Persons going begging and able to serve and labour to be liable to be put in the stocks. Beggars impotent to serve to abide in the cities and towns where they were dwelling at the time of the proclamation of the Statute; but if these places will or cannot "find" them, then they must remove to other towns within the hundred, rape or wapentake, or to the towns where they were born, within 40 days after the proclamation, there to abide during their lives. Chs. 3 and 8 create a system of "letters testimonial" for servants leaving service; for those going on pilgrimage as beggars; for scholars of Universities going begging; and for travellers alleging imprisonment out of the realm.	Rep. 21 James I., ch. 28, s. 11.	
11 Hen. VII., ch. 2 (1495)	First General Act (<i>see</i> page 3 of Report).	Rep. 21 James I., ch. 28, s. 11.	
19 Hen. VII., ch. 12 (1503-4).	2nd General Act, amending and extending last Act.	Rep. 21 James I., ch. 28, s. 11.	
22 Hen. VIII., ch. 12 (1530-1).	3rd General Act, amending and extending the two previous Acts.	Rep. 21 James I., ch. 28, s. 11.	
27 Hen. VIII., ch. 25 (1535-6).	4th General Act, amending and extending previous Acts.	Rep. Stat. Law Rev. Act, 1863.	
1 Edw. VI., ch. 3 (1547)	5th General Act.	Rep. Stat. Law Rev. Act, 1863.	
3 & 4 Edw. VI., ch. 16 (1549-50).	6th General Act.	Rep. 21 James I., ch. 28, s. 11.	
5 & 6 Edw. VI., ch. 2 (1551-2).	Confirms 22 Hen. VIII., ch. 12, and 3 & 4 Edw. VI., ch. 16. Poor to be relieved in parishes by voluntary contributions.	Rep. Stat. Law Rev. Act, 1863.	
5 & 6 Edw. VI., ch. 21 (1551-2).	Forbids tinkers, pedlars and such like vagrant persons who are "more hurtful than necessary," to travel from place to place without license from the justices under a penalty of 14 days' imprisonment.	Rep. 1 James I., ch. 25, s. 7.	
1 Mary, Sess. 2, ch. 13 (1554).	Continues in force 5 & 6 Edw. VI., ch. 2.	Rep. Stat. Law Rev. Act, 1863.	
1 & 2 Phil. & Mary, ch. 4 (1554).	Provides for the punishment of gipsies.	Rep. Stat. Law Rev. Act, 1856.	
2 & 3 Phil. & Mary, ch. 5 (1555).	Confirms and amends 22 Hen. VIII., ch. 12, and 3 & 4 Edw. VI., ch. 16.	Rep. Stat. Law Rev. Act, 1863.	
4 & 5 Phil. & Mary, ch. 9 (1557).	Continues last mentioned Act.	Rep. Stat. Law Rev. Act, 1863.	
5 Eliz., ch. 3 (1562-3).	Confirms and amends 22 Hen. VIII., ch. 12, and 3 & 4 Edw. VI., ch. 16.	Rep. 14 Eliz., ch. 5, s. 1.	
5 Eliz., ch. 20 (1562-3).	Provides for punishment of gipsies.	Rep. 23 Geo. III. ch. 51.	
14 Eliz., ch. 5 (1572).	7th General Act.	Rep. Stat. Law Rev. Act, 1863.	

* Welsh *Gwestwr*, an unbidden guest. † *i.e.*, strong in body.

CHRONOLOGICAL LIST OF STATUTES RELATING TO VAGRANCY—*continued*.

Appendix I.	18 Eliz., ch. 3 (1575-6).	Extends 14 Eliz., ch. 5. Houses of correction to be provided for rogues and unsettled poor (<i>see</i> page 69 of Report).	Rep. Stat. Law Rev. Act, 1863.
	35 Eliz., ch. 7 (1592-3).	8th General Act.	Rep. Stat. Law Rev. Act, 1863.
	39 Eliz., ch. 4 (1597-8).	9th General Act.	Rep. 13 Anne, ch. 26.
	39 Eliz., ch. 17 (1597-8).	Wanderers pretending to be soldiers or mariners to settle themselves in service or to repair to their place of settlement.	Rep. 52 Geo. III., ch. 31.
	43 Eliz., ch. 3 (1601).	Soldiers or mariners taken begging to lose their annuities or pensions and to be punished as common rogues and vagabonds.	Rep. Stat. Law Rev. Act 1863.
	1 James I., ch. 7 (1603-4).	10th General Act.	Rep. 13 Anne, ch. 26.
	7 James I., ch. 4 (1609-10).	Enforces provisions respecting houses of correction and idle and disorderly persons (<i>see</i> page 69 of Report).	Rep. Stat. Law Rev. Act, 1863.
	14 Chas. II., ch. 12, ss. 16, 17, 18, 23. (1662).	Rogues and vagrants to be set to work or transported. Rewards to be paid to private persons bringing rogues and vagabonds before justices of the peace.	Rep. Stat. Law Rev. Act, 1863.
	11 & 12 Will. III., ch. 18 (1698-9).	Provides for the passing of vagrants from parish to parish and for the payment from county funds of the expenses incurred by constables.	Rep. Stat. Law Rev. Act, 1867.
	1 Anne st. 2, ch. 13, ss. 4 & 6 (1702).	Continues, with amendments, 11 & 12 Will. III., ch. 18 for 3 years.	Rep. Stat. Law Rev. Act, 1867.
	2 & 3 Anne, ch. 6, s. 16 (1703).	Lewd and disorderly men-servants and rogues and vagabonds to be put into sea service.	Rep. 5 & 6 Will IV., c. 19.
	6 Anne, ch. 32 (1706-7).	Continues 11 & 12 Will. III., ch. 18.	Rep. Stat. Law Rev. Act, 1867.
	13 Anne, ch. 26 (1713).	11th General Act.	Rep. 13 Geo. II., ch. 24.
	6 Geo. I., ch. 19, s. 2 (1719-20).	Enables justices to commit vagrants and others convicted of minor offences to houses of correction as well as to the common gaols.	Rep. Stat. Law Rev. Act, 1867.
	13 Geo. I., ch. 23, s. 8 (1726-7).	End-gatherers to be punished as incorrigible rogues.	Rep. 3 & 4 Will IV., ch. 28.
	10 Geo. II., ch. 19, s. 1 (1736-7).	Stage players acting within 5 miles of the Universities of Oxford and Cambridge to be deemed rogues and vagabonds.	Rep. 6 & 7 Vict., ch. 68.
	10 Geo. II., ch. 28 (1736-7).	Amends 13 Anne, ch. 26, as to stage players.	Rep. 6 & 7 Vict., ch. 68.
	13 Geo. II., ch. 24 (1739-40).	12th General Act.	Rep. 17 Geo. II., ch. 5.
	17 Geo. II., ch. 5 (1743-4).	13th General Act.	Rep. in part Stat. Law Rev. Act, 1867.
	26 Geo. II., ch. 34, s. 2 (1753).	Amends 17 Geo. II., ch. 5, as to payment of cost of passing vagrants from one county to another.	Rep. Stat. Law Rev. Act, 1867.
	23 Geo. III., ch. 88 (1782-3).	Extends provisions of 17 Geo. II., ch. 5, to persons apprehended with implements of house breaking.	Rep. Stat. Law Rev. Act, 1861.
	27 Geo. III., ch. 1, s. 3 (1787).	Extends provisions of 17 Geo. II., ch. 5, to persons dealing in lottery tickets without licence.	Rep. 46 Geo. III., ch. 148.
	27 Geo. III., ch. 11 (1787).	Removes doubt as to commitments under 6 Geo. I., ch. 19.	Rep. Stat. Law Rev. Act, 1871.
	32 Geo. III., ch. 45 (1792).	Amends and explains 17 Geo. II., ch. 5.	Rep. Stat. Law Rev. Act, 1861.
	39 & 40 Geo. III., ch. 50 (1800).	Night poachers to the number of two or more to be punished as vagrants.	Rep. 57 Geo. III., ch. 90.
	39 & 40 Geo. III., ch. 87, s. 12 (1800).	Suspected persons frequenting quays, warehouses, &c., of river Thames with felonious intent to be deemed rogues and vagabonds.	Rep. Stat. Law Rev. Act, 1871.
	42 Geo. III., ch. 76, s. 18 (1802).	Suspected persons frequenting public places in London with felonious intent to be treated as rogues and vagabonds.	Rep. Stat. Law Rev. Act, 1872.
	42 Geo. III., ch. 119 (1802).	Persons setting up mischievous games or lotteries to be deemed rogues and vagabonds.	
	45 Geo. III., ch. 66, s. 3 (1805).	Spoilers of wood, quicksets, &c., to be punished as vagrants.	Rep. Stat. Law Rev. Act, 1872.

CHRONOLOGICAL LIST OF STATUTES RELATING TO VAGRANCY—*continued*.

49 Geo. III., ch. 124, s. 5 (1809).	Enables justices to suspend the removal by pass of sick or infirm vagrants.	Rep. Stat. Law Rev. Act, 1872 (No. 2).	Appendix <u>L</u>
51 Geo. III., ch. 119, s. 18 (1811).	Continues provisions of 42 Geo. III., ch. 76, s. 18.	Rep. Stat. Law Rev. Act, 1873.	
52 Geo. III., ch. 31 (1812).	Repeals 39 Eliz., ch. 17, as to wandering soldiers or mariners.	Rep. Stat. Law Rev. Act, 1873.	
54 Geo. III., ch. 37, s. 18 (1813).	Continues provisions of 51 Geo. III., ch. 119, s. 18.	Rep. 1 & 2 Geo. IV., ch. 118.	
3 Geo. IV., ch. 40 (1822).	14th General Act.	Rep. 5 Geo. IV., ch. 83.	
5 Geo. IV., ch. 83 (1824).	15th General Act. The Vagrancy Act now in force.		
1 & 2 Vict., ch. 38 (1838).	Persons exposing obscene prints in shop windows to be punished as rogues and vagabonds.		
5 & 6 Vict., ch. 57, s. 5 (1842).	Persons refusing task of work in workhouses or wilfully destroying their clothes or injuring the property of the guardians to be deemed idle and disorderly persons.		
7 & 8 Vict., ch. 101, ss. 6, 41 <i>et seqq.</i> (1844).	Any woman neglecting to maintain her bastard child to be dealt with as an idle and disorderly person. Allows the Poor Law Commissioners to form districts of parishes or unions in London and certain other large towns for the establishment and maintenance of asylums in which the destitute and homeless poor may be temporarily relieved and set to work.		
11 & 12 Vict., ch. 110 (1848).	Cost of relieving vagrants to be charged to the common fund of the union. Fraudulent applicants for relief to be dealt with as idle and disorderly persons.		
16 & 17 Vict., ch. 41, s. 8 (1852-3).	Common Lodging Houses Act. Sec. 8 empowers local authorities to order reports from keepers of common lodging-houses kept for beggars and vagrants.	Rep. and re-enacted as to England, except as to Met. Police District, 38 & 39 Vict., ch. 55, s. 343; rep. except as to County of London by Stat. Law Rev. Act, 1892.	
20 & 21 Vict., ch. 48 (1857).	Authorises committal of vagrant children to industrial schools up to age of 15.	Rep. 24 & 25 Vict., ch. 113.	
24 & 25 Vict., ch. 113 (1861).	Authorises committal of children under 14 found begging or wandering in a state of destitution to industrial schools.	Rep. 29 & 30 Vict., ch. 118.	
27 & 28 Vict., ch. 116 (1864).	Metropolitan Houseless Poor Act, 1864 (<i>see</i> page 12 of Report).	S. 6, rep. 28 & 29 Vict., ch. 34. Ss. 1 & 2 rep., 30 & 31 Vict., ch. 6.	
28 & 29 Vict., ch. 34 (1865).	Extends and amends the Metropolitan Houseless Poor Act, 1864.	Rep. in part Stat. Law Rev. Act, 1875.	
28 & 29 Vict., ch. 79, s. 7 (1865).	Paupers returning within 12 months after removal to be dealt with as idle and disorderly persons.		
29 & 30 Vict., ch. 113, s. 15 (1866).	Persons relieved out of the workhouse and refusing to perform task of work to be punishable as idle and disorderly persons.		
29 & 30 Vict., ch. 118 (1866).	Industrial Schools Act, 1866. Sec. 14 repeats the provision in 24 & 25 Vict., ch. 113, as to vagrant children.		
30 Vict., ch. 6, s. 69 (1867).	Cost of providing in the Metropolis for reception and relief of casual paupers to be thrown on the Metropolitan Common Poor Fund.		
34 & 35 Vict., ch. 108 (1871).	Pauper Inmates Discharge and Regulation Act, 1871. Provides for detention, punishment and discharge of casual paupers (<i>see</i> page 13 of Report).	Rep. as to s. 5 relating to discharge and detention by 45 and 46 Vict., ch. 36, s. 4.	
34 & 35 Vict., ch. 112, s. 15 (1871).	Extends provisions of 5 Geo. IV., ch. 83, s. 4, with regard to suspected persons or reputed thieves on highways or places adjacent.		
36 & 37 Vict., ch. 38, s. 3 (1873).	Amends 3 Geo. IV., ch. 83 as to gaming in public places.		
38 & 39 Vict., ch. 55, s. 83 (1875).	Re-enacts s. 8 of 16 & 17 Vict., ch. 41.		

CHRONOLOGICAL LIST OF STATUTES RELATING TO VAGRANCY—*continued*.

Appendix I.	39 & 40 Vict., ch. 61, s. 44 (1876).	Makes persons obtaining relief by giving false names or making false statements punishable as idle and disorderly.	
	39 & 40 Vict., ch. 79 ss. 11-13 (1876).	Requires local education authorities to secure the attendance of children at school and allows of orders being made for sending them to industrial schools (<i>see</i> page 115 of Report).	
	45 & 46 Vict., ch. 36 (1882).	Casual Poor Act, 1882. Extends periods for detention of casual paupers (<i>see</i> page 14 of Report).	
	57 & 58 Vict., ch. 41 (1894).	Prevention of Cruelty to Children Act, 1894.	Rep. 4 Edw. VII., ch. 15.
	61 & 62 Vict., ch. 39 (1898).	Male persons living on the earnings of prostitution, or persistently importuning for immoral purposes, to be deemed rogues and vagabonds.	
	62 & 63 Vict., ch. 37 (1899).	Enables guardians to adopt children (<i>see</i> page 113 of Report).	
	4 Edw. VII., ch. 15 (1904).	Prevention of Cruelty to Children Act, 1904.	
	5 Edw. VII., ch. 13, s. 7 (1905).	Aliens Act. Aliens committing offences under the Act to be deemed rogues and vagabonds.	

APPENDIX II.

LEGAL PROVISIONS IN FORCE IN ENGLAND AND WALES ON THE SUBJECT OF VAGRANCY.

(Memorandum prepared by the Local Government Board.)

A.—VAGRANTS GENERALLY.

The law as to vagrants rests upon the Vagrancy Act, 1824 (5 Geo. IV., c. 83), as amended and extended by subsequent enactments.

The persons who may be thus dealt with fall into three classes:—

1. Idle and disorderly persons.
2. Rogues and vagabonds.
3. Incurable rogues.

I.—Idle and Disorderly Persons.

These persons are punishable upon summary conviction, if before a single justice, with imprisonment with hard labour for not exceeding fourteen days, or, if before a petty sessional court, with imprisonment, with or without hard labour, for not exceeding one month, or by fine not exceeding £5, with imprisonment without hard labour in default of sufficient distress in accordance with the scale prescribed by section 5 of the Summary Jurisdiction Act, 1879. (5 Geo. IV., c. 83, s. 3; 42 & 43 Vict., c. 49, ss. 4, 5, 20.)

This class of persons comprises:

(1.) Every person who being able wholly or in part to maintain himself and his family wilfully refuses or neglects to do so, and in consequence such person or any of his family whom he is legally bound to maintain becomes chargeable to the poor rate. (5 Geo. IV., c. 83, s. 3; 12 & 13 Vict., c. 103, s. 3.)

This applies to a woman in respect of her bastard child. (7 & 8 Vict., c. 101, s. 6.)

A woman is made liable while unmarried or a widow to maintain her bastard children up to the age of sixteen, or in the case of female children until marriage. (4 & 5 Will. IV., c. 76, s. 71.)

A man is made liable to maintain the children, whether legitimate or illegitimate, of any woman he marries, up to the age of sixteen, or the death of the mother, as part of his family. (4 & 5 Will. IV., c. 76, s. 57.)

A married woman with separate property is made liable for the maintenance of her husband, and is subject to all such liability for the maintenance of her children and grandchildren as the husband is by law subject to for the maintenance of her children and grandchildren. (45 & 46 Vict., c. 75, ss. 20, 21.)

A soldier of the regular forces is not liable to be punished for the offence of deserting or neglecting to maintain his wife or family, or any member thereof, or of leaving her or them chargeable to the poor rate. (44 & 45 Vict., c. 58, s. 145 (1).)

(2.) Every person returning to and becoming chargeable to any parish from which he has been legally removed under an order of justices, except with a certificate acknowledging settlement elsewhere. (5 Geo. IV., c. 83, s. 3; 7 & 8 Vict., c. 101, s. 55.)

(3.) Every pauper removed under an order obtained by the guardians who returns within twelve months and becomes chargeable to the union without the guardians' consent. (28 & 29 Vict., c. 79, s. 7.)

(4.) Every person relieved in a workhouse who refuses or neglects to perform the prescribed task of work, or destroys his clothes, or damages property of the guardians. (5 & 6 Vict., c. 57, s. 5.)

(5.) Every person relieved out of the workhouse who refuses or wilfully neglects to perform task of work, or who destroys or damages tools, materials, or other property of the guardians. (29 & 30 Vict., c. 113, s. 15.)

(6.) Every person applying for relief and not disclosing money or property in his possession. (11 & 12 Vict., c. 110, s. 10.)

(7.) Every pauper—

- (i) absconding or escaping from casual wards before being entitled to discharge;
- (ii) refusing to be removed to workhouse or asylum;
- (iii) absconding or escaping from or leaving workhouse or asylum during period for which he may be detained;

(iv) refusing or neglecting while an inmate of a casual ward, workhouse, or asylum, to do work or observe regulations:

(v) wilfully giving false name, or making false statement to obtain relief.

(34 & 35 Vict., c. 108, s. 7; 39 & 40 Vict., c. 61, s. 44; 45 & 46 Vict., c. 36, ss. 4, 5.)

The master or porter of a workhouse, or officer in charge of casual wards, may take a disorderly pauper before a justice without summons or warrant and convey the offender upon conviction to gaol. (34 & 35 Vict., c. 108, s. 8.)

(8.) Every pedlar who wanders and trades without being duly licensed or otherwise authorised by law. (5 Geo. IV., c. 83, s. 3, and see 34 & 35 Vict., c. 96, s. 13.)

(9.) Every prostitute wandering in a public street, public highway, or place of public resort, and behaving in a riotous or indecent manner. (5 Geo. IV., c. 83, s. 3.)

(10.) Every person wandering abroad or placing himself in any public place, street, highway, court, or passage, to beg or gather alms, or causing or procuring or encouraging any child to do so. (5 Geo. IV., c. 83, s. 3.)

Causing or procuring or allowing a boy under fourteen or a girl under sixteen to be in any street, premises or place, for begging, receiving, or inducing the giving of alms, is punishable by fine not exceeding £25, or imprisonment, either in default of payment of, or in addition to fine, not exceeding three months. (4 Edw. VII., c. 15, s. 2.)

II. Rogues and Vagabonds.

Except where otherwise indicated these persons are punishable upon summary conviction, if before a single justice, with imprisonment with hard labour for not exceeding fourteen days, or, if by a petty sessional court, with imprisonment with or without hard labour for not exceeding three months, or by fine not exceeding £25 with imprisonment without hard labour in default of sufficient distress in accordance with the scale prescribed by section 5 of the Summary Jurisdiction Act, 1879. (5 Geo. IV., c. 83, s. 4; 42 & 43 Vict., c. 49, ss. 4, 5, 20.)

This class of persons comprises:

(1.) Every person running away and leaving his wife or children chargeable, or whereby they become chargeable, to the poor rate. (5 Geo. IV., c. 83, s. 4.)

This is extended to the case of a woman who neglects to maintain her bastard child after having been once before convicted of that offence, or who deserts her bastard child whereby such child becomes chargeable to the poor rate. (7 & 8 Vict., c. 101, s. 6.)

A soldier of the regular forces is not liable to be punished for the offence of deserting or neglecting to maintain his wife or family, or any member thereof, or of leaving her or them chargeable to the poor rate. (44 & 45 Vict., c. 58, s. 145 (1).)

(2.) Every pauper—

(i) committing any of the offences enumerated in paragraph (7) of Part I. of this Memorandum after previous conviction as an idle and disorderly person;

(ii) wilfully destroying his clothes or damaging property of the guardians. (34 & 35 Vict., c. 108, s. 7.)

The master or porter of a workhouse, or officer in charge of casual wards, may take disorderly paupers before a justice without summons or warrant and convey the offenders upon conviction to gaol. (34 & 35 Vict., c. 108, s. 8.)

(3.) Every person professing to tell fortunes or using subtle craft, means, or device by palmistry or otherwise to deceive or impose. (5 Geo. IV., c. 83, s. 4.)

(4.) Every person wandering abroad and lodging in any barn or outhouse, or in any deserted or unoccupied buildings, or in the open air, or under a tent, or in a cart or waggon without visible means of subsistence, and not giving a good account of himself. (5 Geo. IV., c. 83, s. 4.)

(5.) Every person wilfully exposing any obscene print, picture or other indecent exhibition in a street, road, highway, or public place, or in a window or other part of

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a shop or building there situate. (5 Geo. IV., c. 83, s. 4; 1 & 2 Vict., c. 38, s. 2.)

(6) Every person wilfully, openly, lewdly and obscenely exposing the person in a street, road or public highway, or in view thereof, or in any place of public resort with intent to insult a female. (5 Geo. IV., c. 83, s. 4.)

(7.) Every person wandering abroad and exposing wounds or deformities to obtain alms. (5 Geo. IV., c. 83, s. 4.)

(8.) Every person going about as a gatherer or collector of alms, or endeavouring to procure charitable contributions under false pretences. (5 Geo. IV., c. 83, s. 4.)

(9.) Every person playing or betting by way of wagering or gaming in any street, road, highway, or other open and public place, or in any open place to which the public have access, at or with any table or instrument of gaming, or any coin, token, card or other article used as an instrument or means of such wagering or gaming, at any game or pretended game of chance.

The justice or justices trying the case may alternatively inflict a penalty of 40s. for a first and £5 for a subsequent offence. (36 & 37 Vict., c. 38, s. 3.)

(10.) Every person in possession of any house-breaking implements with intent feloniously to break into a dwelling-house, warehouse, coach-house, stable or outbuilding. (5 Geo. IV., c. 83, s. 4.)

(11.) Every person armed with a gun or other offensive weapon with intent to commit a felonious act. (5 Geo. IV., c. 83, s. 4.)

(12.) Every person found in or on a dwelling house, warehouse, coachhouse, stable, or outhouse, or in inclosed premises for any unlawful purpose. (5 Geo. IV., c. 83, s. 4.)

(13.) Every suspected person or reputed thief frequenting or loitering about or in a river, canal, or navigable stream, dock, or basin, or a quay, wharf or warehouse near or adjoining thereto, or a street, highway, or avenue leading thereto, or a place of public resort or an avenue leading thereto, or a street, or highway, or place adjacent to a street or highway with intent to commit felony. (5 Geo. IV., c. 83, s. 4; 34 & 35 Vict., c. 112, s. 15; 54 & 55 Vict., c. 69, s. 7.)

(14.) Every person who is convicted of being idle and disorderly after a previous conviction, or who on apprehension as an idle and disorderly person violently resists a constable apprehending him and is subsequently convicted of the offence for which he was so apprehended. (5 Geo. IV., c. 83, s. 4.)

(15.) Every person who knowingly lives on the earnings of prostitution, or in a public place persistently solicits or importunes for immoral purposes. (61 & 62 Vict., c. 39, s. 1.)

(16.) Every person who keeps an office for a lottery not authorised by Parliament or knowingly suffers a lottery to take place in his house, room, or place.

Every person discovered in such house or place on warrant of justice, and knowingly aiding, assisting, or concerned with offenders and transactions respecting lotteries; and

Every person who, although not discovered in such house or place, employs or causes to be employed any person in carrying on such transactions, or in aiding or assisting any such person.

Every person who is a lottery insurer, or who sells tickets or chances in a lottery authorised by a foreign potentate or State, or to be drawn in a foreign country, or publishes a proposal or scheme for the sale of tickets; and

Every person who is discovered in a house or place where an offence has been committed and who has knowingly aided, or assisted, or been concerned with any offender in committing any such offence; and

Every person who, although not discovered in a house or place, employs or causes to be employed any person in carrying on any illegal transaction, or acting as agent in any such transaction, or assisting any such person. (42 Geo. III., ss. 2, 4; 4 Geo. IV., c. 60, ss. 19, 37, 41, 59, 60, 61; 5 Geo. IV., c. 83, s. 21.)

(17.) Every person untruly confessing himself to be a deserter, or improperly absent from one of His Majesty's ships, if not received into His Majesty's Naval service. Conviction may be by two justices near place where offender delivers himself up, confesses, or happens to be. (10 & 11 Vict., c. 62, s. 10.)

(18.) Any person guilty of an offence under the Aliens Act, 1905, if the offence is committed by him as an immigrant or alien. (5 Edw. VII., c. 13, s. 7 (1).)

III. Incurrigible Rogues.

These persons may be committed by a single justice or a

petty sessional court to prison with hard labour until the next quarter sessions, and may be sentenced by a court of quarter sessions to further imprisonment for not more than one year with hard labour and, if males, also to be whipped. (5 Geo. IV., c. 83, ss. 5, 10.)

This class of persons comprises:—

(1.) Every person convicted as a rogue and vagabond after previous conviction as such. (5 Geo. IV., c. 83, s. 5.)

(2.) Every person breaking or escaping out of a place of legal confinement before expiration of term for which he was committed under the Vagrancy Act, 1824. (5 Geo. IV., c. 83, s. 5.)

(3.) Every person convicted as a rogue and vagabond who violently resisted the constable apprehending him. (5 Geo. IV., c. 83, s. 5.)

Persons of the three classes above mentioned may be apprehended without warrants and may be delivered to a constable by any one. (5 Geo. IV., c. 83, s. 6.)

They and any vehicles found in their possession may be searched, and their trunks, bags, bundles, parcels, or packages may be inspected, and any money found with or upon them may be applied towards the expenses of apprehension and conveyance to and maintenance in prison, and, if necessary, the effects found with them may be sold and the proceeds applied towards the same purposes. (5 Geo. IV., c. 83, s. 8.)

Houses for the reception, lodging, or entertainment of travellers may be searched for offenders upon warrant by a justice. (5 Geo. IV., c. 83, s. 13.)

Idle and disorderly persons, or rogues and vagabonds, may, on conviction, appeal to quarter sessions. (5 Geo. IV., c. 83, s. 14.)

B. VAGRANT POOR.

There is a large class of persons falling under the Poor Law designation of vagrants or casual paupers, *i.e.*, destitute wayfarers or wanderers applying for or receiving relief, who may not be offenders against the Vagrancy Act, 1824.

For such persons Guardians are required to provide such casual wards with such fittings and furniture as the Local Government Board consider necessary, having regard to the number of casual paupers likely to require relief. (34 & 35 Vict., c. 108, s. 9.)

With regard to vagrants relieved in casual wards a power of detention was given by section 5 of the Poor Law Amendment Act, 1842 (5 & 6 Vict., c. 57), which enabled the Guardians, subject to the powers of the Poor Law Commissioners (now the Local Government Board), to prescribe a task of work to be done by any person relieved in a workhouse in return for his food and lodging. This section, however, prohibited the detention of a person against his will for the performance of his task of work for more than four hours from the breakfast hour in the morning succeeding the admission to the workhouse. (5 & 6 Vict., c. 57, s. 5.)

And now a casual pauper is not entitled to discharge himself from a casual ward before nine o'clock in the morning of the second day following his admission, nor before he has performed the task of work prescribed for him; and where a casual pauper has been admitted on more than one occasion during one month into a casual ward of the same union, he is not entitled to discharge himself before nine o'clock in the morning of the fourth day after his admission, and during the interval he may be removed to the workhouse and detained there for the remainder of the period of detention.

Sunday is not to be included in computing the number of days during which a casual pauper may be thus detained, and, in the case of the metropolis, in determining the number of admissions of a casual pauper, every casual ward is to be deemed a casual ward of the same union. (45 & 46 Vict., c. 36, s. 4.)

In addition to the general law relating to the relief of the casual poor, special provision is made for the relief of wanderers and destitute persons in the metropolis by the Metropolitan Houseless Poor Act, 1864, which was originally of a temporary character, but which was made perpetual by the Metropolitan Houseless Poor Act, 1865. Under these Acts the Guardians in the metropolis are required to provide within their respective unions such wards or other places of reception for destitute wayfarers and foundlings as the Local Government Board, having regard to the number of persons likely to require relief, shall direct. Any constable of the Metropolitan or City of London Police may personally conduct any destitute

wayfarer, wanderer, or foundling, or other destitute person, not having committed or being charged with any offence punishable by law, within the knowledge of the constable, to any ward or other places of reception approved by the Local Government Board under the Acts, and every such wayfarer, wanderer, or foundling is to be relieved therein. The wards or other places of reception are to be open for the admission of such persons as above mentioned between six in the evening and eight in the morning in the months between October and March inclusive, and between eight in the evening and eight in the morning in the months between April and September inclusive. (27 & 28 Vict., c. 116, s. 5; 28 Vict., c. 34, ss. 4, 5.)

The costs of the provision and maintenance of casual wards in London are a charge on the Metropolitan Common Poor Fund. (30 Vict., c. 6, s. 69.)

Casual paupers are to be admitted, dieted and set to work and discharged, in accordance with regulations prescribed by the Local Government Board. A task of work so prescribed is to supersede any task of work under 5 & 6 Vict., c. 57, s. 5, above quoted, but in order that such task might in the meantime continue in force that enactment was left unrepealed. (34 & 35 Vict., c. 108, s. 6.)

With a view, however, of precluding any question as to the non-repeal of the section of 5 & 6 Vict., c. 57, above referred to, it is enacted that the provisions of 34 & 35 Vict., c. 108, with respect to the detention of paupers, are to take effect and be enforceable notwithstanding the provisions of section 5 of 5 & 6 Vict., c. 57, limiting the time for which the inmates of a workhouse may be detained for the performance of a task of work. (34 & 35 Vict., c. 108, s. 11.)

Regulations as to the admission and discharge of casual paupers, their dietary, and the tasks of work to be set them, are contained in a General Order of the Local Government Board of the 18th December, 1882, as amended by General Orders of the 3rd November, 1887, the 11th June, 1892, and the 4th May, 1897. Copies of these Orders will be found in the appendix to this Memorandum.

There are also poor law provisions of which the effect in relation to paupers other than casual paupers may be conveniently set out here as supplementing those already referred to.

Thus, under section 4 of the Pauper Inmates Discharge and Regulation Act, 1871, as amended by section 4 of the Poor Law Act, 1899, the guardians may direct any pauper inmate of a workhouse or the paupers of any class therein to be detained, after giving notice to quit, for times not exceeding the limited periods following, viz. :—

(1) If the pauper has not previously discharged himself from the workhouse within one month before giving the notice, twenty-four hours.

(2) If he has discharged himself once or oftener within such month, forty-eight hours.

(3) If he has discharged himself more than twice within two months before giving the notice, seventy-two hours.

(4) If he has, in the opinion of the Guardians, discharged himself frequently without sufficient reason, 168 hours.

Any such direction of the guardians may be altered or rescinded by them, and the guardians at their meeting, or the visiting committee in the interval between the meetings, may exempt a pauper from the operation of the direction. Moreover, if the guardians are not sitting or the visiting committee in attendance, the master of the workhouse may discharge a pauper before the expiration of his period of detention if there are circumstances which require this to be done.

These provisions do not apply to casual paupers. (34 & 35 Vict., c. 108, s. 4; 62 & 63 Vict., c. 37, s. 4.)

Under section 22 of the Poor Law Act, 1867, a person suffering from bodily disease of an infectious or contagious character may be detained in the workhouse,

and is not to be discharged till the medical officer certifies that the discharge may take place. If the person thus detained absconds or escapes he may be apprehended without warrant and taken before a justice, and the justice convicting him of the offence of absconding may suspend the execution of the warrant of conviction and order him back to the workhouse or asylum to remain there until cured or lawfully discharged. (30 & 31 Vict., c. 106, s. 22; 34 & 35 Vict., c. 108, s. 7.)

Further, it may be observed that under the provisions of the Poor Law Act, 1889, as amended by the Poor Law Act, 1899, the Guardians may take the control of children up to eighteen years of age when the child is maintained by them, and

(i.) has been deserted by its parent; or

(ii.) the Guardians are of opinion that by reason of vicious habits or mode of life the parent is unfit to have the control of it; or

(iii.) a parent is unable to perform parental duties by reason of being under sentence of penal servitude, or detained under the Inebriates Act, 1898; or

(iv.) a parent has been sentenced to imprisonment for an offence against any of his or her children; or

(v.) a parent is permanently bedridden or disabled and an inmate of a workhouse and consents; or

(vi.) both parents, or in the case of an illegitimate child, the mother, are or is dead. (52 & 53 Vict., c. 56, s. 1; 62 & 63 Vict., c. 37, s. 1.)

C.—COMMON LODGING HOUSES.

Under the provisions of section 83 of the Public Health Act, 1875, which apply outside London, the keeper of a common lodging-house in which beggars or vagrants are received to lodge must from time to time, if so required by the local authority, report to the local authority, or to such person as they direct, every person who resorted to the house during the preceding day or night. For this purpose schedules are to be furnished to the person ordered to report, and he is to fill them up with the required information and to transmit them to the local authority. The local authority for these purposes are the town council, or the urban or rural district council.

Every such local authority are required by section 80 of the Act of 1875 to make byelaws, which must be confirmed by the Local Government Board :

(1) For fixing and varying the number of lodgers who may be received into a common lodging-house, and for the separation of the sexes;

(2) For promoting cleanliness and ventilation in the houses;

(3) For giving notice and taking precautions in the case of any infectious disease; and

(4) Generally for the well ordering of the houses. (38 & 39 Vict., c. 55, ss. 80, 83.)

A copy of the model byelaws with respect to common lodging-houses drafted by the Local Government Board will be found on page 163.

The London County Council are the authority in the metropolis, outside the City, for the execution of the Common Lodging-Houses Acts, 1851 and 1853. Section 8 of the Act of 1853 contains similar provisions in regard to reports to be furnished to the London County Council by keepers or persons in charge of common lodging-houses as are contained in section 83 of the Public Health Act, 1875, above referred to. (16 & 17 Vict., c. 41, s. 8.)

The London County Council are empowered by section 53 of the London County Council (General Powers) Act, 1902, to make byelaws which must be confirmed by the Local Government Board, in relation to common lodging-houses for the same purposes as those referred to in section 80 of the Public Health Act, 1875, above mentioned. (2 Edw. 7, c. clxxiii., s. 53.)

A copy of the byelaws in relation to common lodging-houses made by the London County Council which are now in force is given at page 172.

Local Government Board

January, 1906.

Appendix II. The subjoined Table indicates succinctly the nature of the offences above referred to, and the statutory enactments applicable.

I. Idle and Disorderly Persons.

Description of offence.	Statutory enactment applicable.
1. Neglect to maintain family.	5 Geo. IV., c. 83, s. 3. 12 & 13 Vict., c. 103, s. 3; & see 7 & 8 Vict., c. 101, s. 6., and 4 & 5 Will. IV., c. 76, ss. 57, 71. 45 & 46 Vict., c. 75, ss. 20, 21. 44 & 45 Vict., c. 58, s. 145 (1).
2. Paupers returning and becoming chargeable except with certificate of settlement.	5 Geo. IV., c. 83, s. 3.
3. Paupers returning after removal.	7 & 8 Vict., c. 101, s. 55.
4. Pauper in workhouse refusing to perform task of work, etc.	28 & 29 Vict., c. 79, s. 7.
5. Pauper out of workhouse refusing to perform task of work, etc.	5 & 6 Vict. c. 57, s. 5.
6. Persons applying for poor relief and not disclosing property.	29 & 30 Vict., c. 113, s. 15.
7. Refractory paupers.	11 & 12 Vict., c. 110, s. 10.
8. Pedlars trading without licence.	34 & 35 Vict., c. 108, s. 7. 39 & 40 Vict., c. 61, s. 44. 45 & 46 Vict., c. 36, ss. 4, 5. 5 Geo. IV., c. 83, s. 3; and see 34 & 35 Vict., c. 96, s. 13.
9. Prostitutes behaving indecently.	5 Geo. IV., c. 83, s. 3.
10. Begging alms.	5 Geo. IV., c. 83, s. 3; and see 4 Edw. VII., c. 15, s. 2.

II. Rogues and Vagabonds.

Description of offence.	Statutory enactment applicable.
1. Running away and leaving family destitute.	5 Geo. IV., c. 83, s. 4. 7 & 8 Vict., c. 101, s. 6.
2. Refractory paupers.	44 & 45 Vict., c. 58, s. 145 (1).
3. Fortune tellers.	34 & 35 Vict., c. 108, ss. 7, 8.
4. Lodging in outhouses, etc.	5 Geo. IV., c. 83, s. 4.
5. Indecent exhibition.	5 Geo. IV., c. 83, s. 4.
6. Exposing person.	5 Geo. IV., c. 83, s. 4.
7. Exposing wounds, etc.	5 Geo. IV., c. 83, s. 4.
8. Collecting alms under false pretences.	5 Geo. IV., c. 83, s. 4.
9. Gaming.	36 & 37 Vict., c. 38, s. 3.
10. Possession of housebreaking implements.	5 Geo. IV., c. 83, s. 4.
11. Being armed with gun, etc., with felonious intent.	5 Geo. IV., c. 83, s. 4.
12. Being on premises for unlawful purposes.	5 Geo. IV., c. 83, s. 4.
13. Reputed thieves frequenting public places with felonious intent.	5 Geo. IV., c. 83, s. 4. 34 & 35 Vict., c. 112, s. 15. 54 & 55 Vict., c. 69, s. 7.
14. Previous conviction or resisting apprehension.	5 Geo. IV., c. 83, s. 4.
15. Persons trading in prostitution.	61 & 62 Vict., c. 39, s. 1.
16. Lottery keepers, etc.	42 Geo. III., c. 119, ss. 2, 4. 4 Geo. IV., c. 60, ss. 19, 37, 41, 59-61. 5 Geo. IV., c. 83, s. 21.
17. Naval deserters.	10 & 11 Vict., c. 62, s. 10.
18. Offence by alien or immigrant under Aliens Act, 1905.	5 Edw. VII., c. 13, s. 7 (1).

III. Incurrible Rogues.

Description of offence.	Statutory enactment applicable.
1. Previous conviction.	5 Geo. IV., c. 83, ss. 5, 10.
2. Breaking out of confinement.	5 Geo. IV., c. 83, ss. 5, 10.
3. Resisting apprehension.	5 Geo. IV., c. 83, ss. 5, 10.

GENERAL ORDER.

(18th December, 1882.)

REGULATIONS WITH RESPECT TO CASUAL PAUPERS.

TO THE GUARDIANS OF THE POOR OF THE SEVERAL UNIONS IN ENGLAND AND WALES FOR THE TIME BEING;—

And to all others whom it may concern.

WHEREAS by a General Order dated the 22nd day of November, 1871, the Local Government Board, in pursuance of Section 6 of the "Pauper Inmates Discharge and Regulation Act, 1871," prescribed Regulations with reference to casual paupers;

And whereas the said Act has been amended by the "Casual Poor Act, 1882," and it is expedient that the said Order should be rescinded to the extent herein-after specified, and that other Regulations should be substituted for those contained in that Order:

NOW THEREFORE, We, the Local Government Board, in pursuance of the powers given to Us by the several Statutes in that behalf, hereby Order as follows:

Art. 1.—The said Order dated the 22nd day of November, 1871, shall be rescinded on the 31st day of December, 1882, except so far as that Order rescinded other Orders.

Art. 2.—The following Regulations shall take effect on and after the 1st day of January, 1883, with regard to the several unions in England and Wales for the time being.

Admission.

Art. 3.—A casual pauper shall not be admitted into any casual ward except upon an order signed either—

By a relieving officer or an assistant relieving officer:

Or, in cases of sudden and urgent necessity, by an overseer.

Provided as follows:

1. The master of the workhouse (or during his absence or inability to act, the matron,) or the superintendent of the casual ward shall admit any casual pauper without an order, where the case appears to be one of sudden or urgent necessity.

2. The master or matron of any workhouse or the superintendent of any casual ward in the Metropolis shall admit without an order any person brought to the casual ward by a constable, in pursuance of Section 4 of the "Metropolitan Houseless Poor Act, 1865," if there be room for him in such ward.

3. Where a person is refused admission to a casual ward, a record of the name of the applicant and of the circumstances under which he was refused admission shall be entered by the master, matron, or superintendent in a book, and laid before the Guardians at their next meeting.

Art. 4.—The following regulations, subject, however, as regards the Metropolis, to the provisions of Sections 4 and 5 of the "Metropolitan Houseless Poor Act, 1865," shall be observed with respect to orders of admission:—

1. The order shall, in addition to any other particulars which may be required, show the hour and place at which it was given:

2. The order shall be available only on the day on which it was issued:

3. The order shall not be available for admission earlier than four o'clock in the afternoon during the months between October and March, both inclusive, or earlier than six o'clock in the afternoon during the months between April and September, both inclusive, nor unless it is presented within a reasonable time after it has been obtained, except where at the time of the presentation of the order, the master or matron of the workhouse, or the superintendent of the casual ward may consider the case to be one of sudden or urgent necessity.

Art. 5.—Every casual pauper shall immediately upon admission be searched, in the case of a male, by or under the inspection of the master or other male officer, and in the case of a female, by or under the inspection of the matron or other female officer, and all articles which may be found upon the person of such pauper shall be taken

away, and (except as regards any money which may be dealt with in the manner prescribed by Section 10 of the "Poor Law Amendment Act, 1848,") shall be restored to him at the time of his discharge.

Art. 6.—Every casual pauper shall as soon as practicable after his admission be cleansed in a bath with water of suitable temperature: provided that this regulation shall not be enforced if, on account of the state of health of the pauper or other circumstances, there is reason to believe that the use of the bath would be injurious.

Art. 7.—The clothing worn by a casual pauper shall, after his admission, be taken from him, and if requisite be dried or disinfected, and such garment or garments as the Guardians may deem necessary shall be supplied to him for the night, his own clothes being returned to him in the morning.

Art. 8.—The master of the workhouse or the superintendent of the casual ward shall duly keep, or cause to be kept, a book containing the particulars set forth in the form in Schedule A annexed hereto, and such other particulars as may be required by the Guardians; and such book shall be laid before the Guardians at such times as they may appoint, and shall be submitted to the district auditor at the usual audits, and at other audits when required by him.

Discharge.

Art. 9.—Whereas by Section 4 of the "Casual Poor Act, 1882," it is enacted that—

"A casual pauper shall not be entitled to discharge himself from a casual ward before nine o'clock in the morning of the second day following his admission, nor before he has performed the work prescribed for him, as in the said Act [The Pauper Inmates Discharge and Regulation Act, 1871] mentioned; and where a casual pauper has been admitted on more than one occasion during one month into any casual ward of the same union, he shall not be entitled to discharge himself before nine o'clock in the morning of the fourth day after his admission, and he may at any time during that interval be removed by any officer of the Guardians, or by a police constable, to the workhouse of the union, and be required to remain in such workhouse for the remainder of the period of his detention."

"Provided that in computing the number of days during which a casual pauper may be detained under this section, Sunday shall not be included."

"Provided also, with respect to the Metropolis, as follows:

"(1.) In determining the number of admissions of a casual pauper, every casual ward in the Metropolis shall be deemed to be a casual ward of the same union."

"(2.) The expression 'workhouse of the union' in this section shall include any workhouse and any asylum provided under the Metropolitan Poor Act, 1867, for the reception and setting to work of the casual poor, to which the casual poor of the union can be sent."

Now, therefore, the following regulations shall, on and after the First day of January, One thousand eight hundred and eighty-three, be observed with respect to the discharge of casual paupers; that is to say,—

A casual pauper shall not be allowed to discharge himself at an earlier period than that at which he is entitled to discharge himself under the section above-cited.

Provided as follows:—

(1.) The Guardians may give any directions to the master of the workhouse, or to the superintendent of the casual ward, with respect to the discharge of any class or classes of casual paupers before the expiration of the respective periods specified in the

Appendix
II.

Appendix
II.

section above-cited, and such directions shall be followed by the master or superintendent.

(2.) If in the opinion of the master of the workhouse, or the superintendent of the casual ward, any special circumstances shall require that a casual pauper shall be discharged before the expiration of either of the periods mentioned in the section above-cited, he may discharge such pauper accordingly, and shall report the facts of the case to the Guardians at their next meeting.

Dietary.

Art. 10.—The casual paupers received into the casual ward shall be dieted as prescribed in the table in the Schedule B hereto annexed.

Provided as follows:

1. The dietaries may be varied from time to time by a resolution of the Guardians, approved by the Local Government Board.

2. If a casual pauper be sick or infirm, the medical officer of the workhouse or casual ward shall prescribe the dietary for such pauper.

Task of Work.

Art. 11.—The master of the workhouse or the superintendent of the casual ward shall set every casual pauper not suffering under any temporary or permanent infirmity of body to perform one of the tasks of work prescribed in the Schedule C. hereto annexed, according to the class to which he may belong.

Provided as follows:

1. A person shall not be required to perform the whole or any part of such task of work if it shall appear that the same is not suited to his age, strength, or capacity.

2. The tasks of work may be varied from time to time by a resolution of the Guardians, approved by the Local Government Board.

3. Any task of work which, at the date when this Order takes effect, shall have been approved by the Local Government Board in pursuance of the Order hereby rescinded, shall remain in force until the Guardians pass a resolution revoking it, and the master of the workhouse or the superintendent of the casual ward shall until such resolution is passed set every casual pauper within the terms of this Article to perform the task of work so approved, or one of the tasks of work prescribed in the Schedule C, hereto annexed, according to the class to which he may belong.

General Regulations.

Art. 12.—The following regulations shall be observed by every casual pauper; viz.:—

1. He shall not use obscene or profane language, or act or write indecently or obscenely.

2. He shall not by word or deed insult or revile, or threaten to strike or assault the master or matron, the superintendent of the casual ward, or any other officer or assistant officer in the employ of the Guardians.

3. He shall not unlawfully strike or otherwise unlawfully assault any person.

He shall not smoke in the casual ward, or in any part of the premises connected therewith.

Art. 13. In the event of any casual pauper being ill, the master of the workhouse or the superintendent of the casual ward shall, as soon as practicable, obtain the attendance of the medical officer who shall give directions as to the treatment of such pauper, and if, in the opinion of the medical officer, the pauper cannot be properly treated in the casual ward, he shall be transferred to a sick ward of the workhouse, and be deemed to be an ordinary inmate thereof.

Art. 14. Proper sleeping accommodation, consisting of separate cells, beds, or compartments, or other arrangements which have been approved by the Local Government Board, and suitable bed clothing, shall be provided in every casual ward; and, except in the case of a mother and her infant child or children, more than one casual pauper shall not be allowed to sleep in the same cell, bed, or compartment. Suitable means of communication between the inmates of the casual ward and the person having charge of the ward shall be provided.

Art. 15. The master of the workhouse or the superintendent of the casual ward shall cause to be hung up and kept suspended in some conspicuous place in the casual ward and in the yard or room where the casual paupers are set to work, a printed copy of Articles 5, 6, 7, 9, and 12 of this Order, as well as of the Dietary Table and the tasks of work in force for the time being, and of Section 7 of the "Pauper Inmates Discharge and Regulation Act, 1871" (omitting the provisoes to that Section), of Section 44 of the "Divided Parishes and Poor Law Amendment Act, 1876," and of Section 5 of the "Casual Poor Act, 1882."

Explanation of Terms.

Art. 16. In this Order—

The term "Union" means a union of parishes under a General or Local Act, with a separate Board of Guardians, and includes a parish or place for which there is a separate Board of Guardians.

The term "Guardians" means Guardians appointed under "The Poor Law Amendment Act, 1834," and the Acts amending the same, and includes Guardians or any other body of persons performing under any Local Act the like functions as Guardians under "The Poor Law Amendment Act, 1834."

The term "Metropolis" means the Metropolis as defined by the Metropolis Management Act, 1855, and includes any union which is wholly or for the greater part thereof comprised within the Metropolis as so defined.

The term "Casual Pauper" means any destitute wayfarer or wanderer applying for or receiving relief.

The term "Casual Ward" means any ward or wards, building, or premises set apart or provided for the reception and relief of destitute wayfarers and wanderers.

All words importing the masculine gender shall be deemed and taken to include females, and the singular to include the plural and the plural the singular, unless the contrary as to gender or number is expressly provided.

(Schedules A, B, and C to the Order are printed on pages 11 and 12.)

SCHEDULE A.

Admission and Discharge Book for Casual Paupers.

Appendix
II.

UNION.

Master of the Workhouse at

or Superintendent of the Casual Ward at

ADMITTED.

Year, month, and day of the Month.	Day of the week.	Hour of admission.	Names of casual pauper, wife, and family.	Age.	Calling or occupation.	Where he slept last night.	If any, what money found when searched on admission.*

continued :—

DISCHARGED.

At what hour discharged.					What work done.	If not set to work, why ?	To what place going.	Remarks.
1st day after admission.	2nd day after admission.	3rd day after admission.	4th day after admission.	5th day after admission. **				

* See the provision in the Statute 11 & 12 Vict., c. 110., s. 10.

In unions within the Metropolis, columns must be added for the nature and quantity of food given and the cost.

** This column is only intended for cases where the period of detention includes Sunday.

SCHEDULE B.

Dietary Table.

Casual paupers who remain for one night only.

Casual paupers who are detained for more than one night.

SUPPER	Males above 15 years of age - - - -	8 oz. of bread ; or 6 oz. of bread, and 1 pint of gruel or 1 pint of broth.
	Females above 15 years of age - - - -	6 oz. of bread, and 1 pint of gruel or 1 pint of broth.
	Children from 7 to 15 years of age - - - -	4 oz. of bread, and half-a-pint of gruel or half a-pint of broth.
	Children under 7 years of age - - - -	

BREAKFAST—Same as Supper.

SUPPER
and
BREAKFAST. } The same as above.

DINNER
for the first
and each
subsequent
day after
admission :

Males above 15 years of age - - - -	8 oz. of bread and 1½ oz. of cheese, or 6 oz. bread and 1 pint of soup.
Females above 15 years of age - - - -	6 oz. of bread and 1½ oz. of cheese, or 5 oz. of bread and 1 pint of soup.
Children from 7 to 15 years of age - - - -	4 oz. of bread and 1 oz. of cheese, or 3 oz. of bread and half-a-pint of soup.
Children under 7 years of age - - - -	

The gruel, broth, and soup to be made of the same ingredients and in the same proportions as are used in the Workhouse for those articles of diet.

SCHEDULE C.

*Tasks of Work.*Appendix
II.*Casual paupers who remain for one night only.*

As regards Males—

The breaking of two cwt. of stones, or such other quantity not less than one and a half cwt. nor more than four cwt. as the Guardians, having regard to the nature of the stone, may prescribe. The stone shall be broken to such a size as the Guardians, having regard to the nature thereof, may prescribe.

or

The picking of one pound of unbeaten or two pounds of beaten oakum ;

or

Three hours' work in digging or pumping, or cutting wood, or grinding corn.

As regards Females—

The picking of half-a-pound of unbeaten or one pound of beaten oakum ;

or

Three hours' work in washing, or scrubbing and cleaning.

Casual paupers who are detained for more than one night.

As regards Males, for each entire day of detention—

The breaking of seven cwt. of stones, or such other quantity not less than five cwt. nor more than thirteen cwt. as the Guardians, having regard to the nature of

the stone, may prescribe. The stone shall be broken to such a size as the Guardians, having regard to the nature thereof, may prescribe.

or

The picking of four pounds of unbeaten or eight pounds of beaten oakum ;

or

Nine hours' work in digging or pumping, or cutting wood, or grinding corn.

As regards Females, for each entire day of detention—

The picking of two pounds of unbeaten or four pounds of beaten oakum ;

or

Nine hours' work in washing, scrubbing and cleaning, or needlework.

Given under the Seal of Office of the Local Government Board, this Eighteenth day of December, in the year One thousand eight hundred and eighty-two.

L.S.

HUGH OWEN,
Secretary.

J. G. DOBSON,
President.

GENERAL ORDER: METROPOLIS.

AMENDING REGULATIONS WITH RESPECT TO
DIET OF CASUAL PAUPERS.

(3rd November, 1887.)

TO THE GUARDIANS OF THE POOR OF THE SEVERAL UNIONS AND SEPARATE PARISHES NAMED IN THE SCHEDULE
TO THIS ORDER—

And to all others whom it may concern.

WHEREAS by a General Order dated the 18th day of December, 1882, We, the Local Government Board, in pursuance of the "Casual Poor Act, 1882," prescribed Regulations with reference to casual paupers; and by Article 10 of that Order We directed that casual paupers received into a casual ward should, subject to certain provisos, be dieted in accordance with the Dietary Table contained in the Schedule B. annexed to the Order.

And whereas the diet prescribed in the said Dietary Table for the supper and breakfast of male casual paupers above the age of fifteen years is (a) 8 oz. of bread, or (b) 6 oz. of bread and one pint of gruel or one pint of Broth.

And whereas it is expedient that the said General Order should be altered as hereinafter mentioned.

NOW THEREFORE, in pursuance of the powers given to Us by the Statutes in that behalf, We hereby Order as follows:—

ARTICLE I.—This Order shall take effect from and after the Tenth day of November, One thousand eight hundred and eighty-seven.

ARTICLE II.—So far as regards casual paupers received into a casual ward belonging to any of the unions and separate parishes named in the Schedule to this Order, the above-cited General Order shall be altered by substituting in the Dietary Table contained in the Schedule B thereto, "6 oz. of bread, together with one pint either of hot gruel, containing not less than 2 oz. of oatmeal, or of hot broth," for the diet prescribed in such Table for the supper and breakfast of males above fifteen years of age.

SCHEDULE.

UNIONS.

City of London.
Fulham.
Greenwich.
Hackney.
Holborn.
Lewisham.
Poplar.
Saint George's.

Saint Olave's.
Saint Saviour's.
Stepney.
Strand.
Wandsworth and Clapham.
Westminster.
Whitechapel.
Woolwich.

SEPARATE PARISHES.

Mile End Old Town (Hamlet)
Paddington.
Saint George in the East.
Saint Giles, Camberwell.
Saint Giles-in-the-Fields and
Saint George, Bloomsbury.
Saint John, Hampstead.
Saint Leonard, Shoreditch.

Saint Luke, Chelsea.
Saint Mary Abbots Kensington.
Saint Mary, Islington.
Saint Mary, Lambeth.
Saint Marylebone.
Saint Matthew, Bethnal Green.
Saint Pancras.

Given under the Seal of Office of the Local Government Board, this Third day of November, in the year One thousand eight hundred and eighty-seven.

L.S.

HUGH OWEN,
Secretary.

CHAS. T. RITCHIE,
President.

GENERAL ORDER.
AMENDING REGULATIONS WITH RESPECT TO
DISCHARGE OF CASUAL PAUPERS.

(11th June, 1892.)

TO THE GUARDIANS OF THE POOR OF THE SEVERAL UNIONS IN ENGLAND AND WALES FOR THE TIME BEING—

And to all others whom it may concern.

WHEREAS by a General Order dated the 18th day of December, 1882, We, the Local Government Board, prescribed Regulations with reference to casual paupers; And whereas Article 9 of the said General Order, after reciting Section 4 of the Casual Poor Act, 1882, directs as follows, viz., "A casual pauper shall not be allowed to discharge himself at an earlier period than that at which he is entitled to discharge himself under the section above-cited:

"Provided as follows:

"(1.) The Guardians may give any directions to the master of the workhouse, or to the superintendent of the casual ward, with respect to the discharge of any class or classes of casual paupers before the expiration of the respective periods specified in the section above-cited, and such directions shall be followed by the master or superintendent.

"(2.) If in the opinion of the master of the workhouse, or the superintendent of the casual ward, any special circumstances shall require that a casual pauper shall be discharged before the expiration of either of the periods mentioned in the section above-cited, he may discharge such pauper accordingly, and shall report the facts of the case to the Guardians at their next meeting."

And whereas it is expedient that the said General Order should be amended as hereinafter mentioned:

NOW THEREFORE, in pursuance of the powers given to Us by the Statutes in that behalf, We hereby Order as follows:

ARTICLE I.—The above-cited Article 9 of the said General Order of the Eighteenth day of December, One thousand eight hundred and eighty-two, shall be amended by the addition thereto of the following proviso; that is to say,—

(3.) A casual pauper, who has been detained for more than one night, and who represents to the master of the workhouse or the superintendent

of the casual ward that he is desirous of seeking work, shall, if he has to the best of his ability performed the prescribed task of work, be allowed to discharge himself at the time hereinafter mentioned on the day upon which he is discharged; that is to say,—

During the period between Lady Day and Michaelmas Day . . . Half-past Five o'clock in the morning.

During the period between Michaelmas Day and Lady Day . . . Half-past Six o'clock in the morning.

The request of such casual pauper shall not be refused except on the ground that he has not performed the prescribed task of work to the best of his ability, and every such refusal shall be reported to the Guardians at their next ordinary meeting by the master of the workhouse or the superintendent of the casual ward, as the case may be.

ARTICLE II.—Nothing in this Order shall be deemed to prevent the Guardians, or the master of the workhouse, or the superintendent of the casual ward, from exercising the powers conferred upon them, respectively, by paragraphs (1) and (2) of the proviso to the above-cited Article of the said General Order with respect to the discharge of casual paupers.

ARTICLE III.—This Order shall take effect from the Seventh day after the date hereof.

Given under the Seal of Office of the Local Government Board, this Eleventh day of June, in the year One thousand eight hundred and ninety two.

L.S.

CHAS. T. RITCHIE,
President.

HUGH OWEN,
Secretary.

GENERAL ORDER.
CASUAL PAUPERS: AMENDING REGULATIONS WITH
RESPECT TO DIET OF CHILDREN UNDER
SEVEN YEARS OF AGE.

(4th May, 1897.)

TO THE GUARDIANS OF THE POOR OF THE SEVERAL POOR LAW UNIONS IN ENGLAND AND WALES FOR
 THE TIME BEING—

And to all others whom it may concern.

WHEREAS by a General Order dated the 18th day of December, 1882, We, the Local Government Board, prescribed Regulations with reference to casual paupers;

And whereas by Article 10 of the said General Order it was directed that casual paupers received into casual wards should, subject as provided in such Article, be dieted as prescribed in the Table in the Schedule B, annexed to the said Order;

And whereas it is expedient that the said General Order should be amended as hereinafter mentioned;

NOW THEREFORE, in pursuance of the powers given to us by the Statutes in that behalf, We hereby order as follows:—

The Dietary Table contained in Schedule B. annexed to the said General Order dated the Eighteenth day of December, One thousand eight hundred and eighty-two, shall be amended by the omission therefrom of all words relating to the diet of children under seven years of age and by the addition thereto of the following words; that is to say,—

"Children under Seven Years of Age.

"The master of the workhouse or the superintendent of the casual ward, as the case may be, shall supply for each child under the age of seven years in respect of every period, or part of a period, of eight hours that such child

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shall be resident in the casual ward, an allowance of food as hereinafter specified; that is to say,—

- | | |
|--|---|
| "For each child under the age of seven months | Half a pint of milk and half an ounce of sugar. |
| "For each child between the ages of seven months and two years | Half a pint of milk, half an ounce of sugar, and two ounces of bread. |
| "For each child between the ages of two years and seven years | Half a pint of milk, four ounces of bread, and half an ounce of cheese. |

"Provided as follows:—

"(1.) The allowance may, at the discretion of the matron of the workhouse, or the female superintendent of the casual ward, as the case may be, be given to the suckling mother of a child instead of to the child.

"(2.) The matron or female superintendent, as the case may be, shall cause the food to be prepared

in such manner and to be given at such times and in such way as shall be suitable to each child, and shall take care that the milk, or bread and milk, is served warm

"(3.) Unsweetened condensed milk suitably diluted may be substituted for fresh milk in the proportion of four ounces of condensed milk for half a pint of fresh milk."

Given under the Seal of Office of the Local Government Board, this Fourth day of May, in the year One thousand eight hundred and ninety-seven.

L.S.

HENRY CHAPLIN,
President.

HUGH OWEN,
Secretary.

APPENDIX III.

MINUTE OF THE POOR LAW BOARD.

Poor Law Board,
Somerset House.
4th August, 1848.

The Board have received representations from every part of England and Wales respecting the continual and rapid increase of vagrancy. After making due allowance for the influence of circumstances that have created temporary distress, it is impossible to come to any other conclusion than that the system which has of late years been adopted in the relief of casual poor, has been the principal cause of the extension of vagrancy. It is not difficult to see that a regular provision of food and lodging, at the public expense, for every person who chooses to demand them at any place, must diminish the risks and privations of a vagrant life, and tempt a resort to it on the part of many who would otherwise have been deterred from adopting it. Experience has shown that the roughness of the lodging and coarseness of the fare provided, while they inflict undesirable hardship on the really meritorious and destitute wayfarer, do not counterbalance the inducements which the certainty of sustenance and shelter holds out to the dishonest vagrant. The task of work prescribed and found useful where it has been properly applied, has, from its being only occasionally enforced, exercised no general influence as a test; and the laws against vagrancy and disorderly conduct have failed to produce the effect of repression. The Board are unable to suggest any additional test or punishment that shall prevent the abuse of relief indiscriminately extended to every stranger who may represent himself as destitute. A sound and vigilant discrimination in respect of the objects of relief, and the steady refusal of aid to all who are not ascertained to be in a state of destitution, are obviously the most effectual remedies against the continued increase of vagrancy and mendicancy.

The power of exercising this discrimination is vested by law in the boards of guardians and their officers. On them rests the responsibility of exercising it effectually. The boards of guardians, as they represent those who suffer from the evil, must seek the remedy principally in their own vigilance and energy. They can expect little help from Parliament, when no material increase of their present power appears to be requisite; nor can they be supplied by this Board with any rules of action that can relieve them from the obligation, or prescribe to them the precise mode of exercising that discretion, which is and must be left entirely to the local authorities in each case. The guardians must, therefore, encounter the responsibilities of their position, and entrust the business of administering relief to officers, who shall possess sufficient discrimination to distinguish those whose urgent destitution gives them a claim to relief, from those who throw themselves habitually on public charity because it is extended to all who choose to ask it. It is equally the duty of those officers to relieve the destitute and to repel the imposter; and it would appear to require no more than ordinary intelligence and care to avoid erring seriously in either direction. The Poor Law Board cannot by general rules supply the place of that discrimination which will in every individual case be required from those who have to administer relief. But they think that, without prescribing any strict rules to be followed in every case, they can make their general experience serviceable by offering some suggestions as to the principles on which relief should be administered to the wandering.

There is obviously a wide distinction between those who are temporarily and unavoidably in distress and the habitual tramp or vagrant who simulates destitution; and one of the worst results of the present indiscriminating treatment of all who are commonly denominated "casuals" is, that some of the most fitting objects of public charity are subjected to the discomforts that were intended to repel the worthless. Among all the unfortunate there are none whose destitution is more unquestionable, and

whose hard lot presents stronger claims to sympathy than the widow and orphan, deprived, at a distance from home, of their natural supporter, and the honest artisan or labourer who is seeking the employment of which accidental circumstances have suddenly deprived him. Yet, under the present system, such persons as these either share the discomforts, the filth, the turbulence, and the demoralising fellowship of the thief, the mendicant and the prostitute, who crowd the vagrant wards of the workhouses, or are compelled to brave the inclemency of the weather and the pains of hunger by reason of their unconquerable aversion to such companionship.

It would not appear to be difficult to establish a system by which this deserving class of persons might be furnished with such evidence of their character and circumstances as might afford a fair presumption of the truth of their plea of destitution. A wayfarer of this class might, at the place where the cause of destitution occurs, be enabled by those who are cognisant of it, to obtain a certificate from some proper authority, setting forth his name, the cause of destitution, and the object and destination of his journey. On his presenting this certificate at any workhouse, the master, on finding that it was satisfactory, that the applicant was on the road to his destination, and that he was without money or other means, might at once admit him, and supply him with the usual accommodation of the inmates. In this way the honest but destitute wayfarer, possessed of such credentials, would obtain the advantage of being admitted into the workhouse without reference to the relieving officer, and also of receiving better accommodation than that at present afforded to him in the vagrant ward.

These certificates would doubtless be open to abuse for forgery and personation; but as they would be granted only for a particular route and a necessarily limited period, the facilities for such abuse would be less than those which existed under a somewhat similar system in former times; and, with the agency of the present improved class of Poor Law officers, additional precautions might readily be devised. At any rate this mode, however defective, would supply far better securities against imposture than the present system of indiscriminate relief.

With such means of distinguishing the class of wayfarers, who would be furnished with presumptive evidence of the truth of their plea of destitution, the Board are of opinion that a different course should be pursued with the other kinds of vagrants. It would be advisable that the masters of workhouses should be directed by the guardians to refuse admission to persons not having such certificate, without an order from the relieving officer or overseer. Of course an exception must also be made in the case of persons labouring under sickness or extreme feebleness from want of food. In such cases, where it might appear that any delay would be attended with serious consequences to life or health, the necessary relief when sought at the workhouse should be at once afforded therein. But with these exceptions all applicants should be referred to the relieving officer, who should inquire and decide as to the necessity of relief, as well in the instance of vagrants as of other poor, and grant or refuse it according to the necessity of each case.

With respect to the applicants that will thus come before him, the relieving officer will have to exercise his judgment as to the truth of their assertions of destitution, and to ascertain, by searching them, whether they possess any means of supplying their own necessities. He will not be likely to err in judging from their appearance whether they are suffering from want of food. He will take care that women and children, the old and infirm, and those who, without absolutely serious disease, present an enfeebled or sickly appearance, are supplied with necessary food and shelter. As a general rule, he would be right in refusing relief to able-bodied and healthy men; though in inclement weather he might afford them

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shelter, if really destitute of the means of procuring it for themselves. His duties would necessarily make him acquainted with the persons of the habitual vagrants, and to these it would be his duty to refuse relief, except in case of evident and urgent necessity.

A plan, which has been adopted with success in some towns in different parts of England, is that of employing a trustworthy officer of the local police as assistant relieving officer for vagrants. As the habitual vagrant has generally rendered himself amenable to the law by criminal acts, he dreads being confronted with the police; and the effect of this arrangement, where it has been adopted, is said to have produced the speedy disappearance of the greater proportion of the usual applicants. In all cases it has greatly diminished the number of vagrants applying for relief; and the presence of an authority capable of enforcing order has checked their usual insolence and turbulence. If Parliament should sanction the provisions contained in a Bill now before it, whereby the relief of vagrants is made an union charge, one of the great practical difficulties that have stood in the way of a general adoption of such an arrangement would be removed. Wherever there exists an efficient county or borough police, the Board would be glad to sanction such an arrangement, as well as to authorise the reception of vagrants in a building altogether apart from the workhouse.

Such are the general suggestions which the Board have to offer for the consideration of the Guardians, and by the adoption of which they hope that the evil now so loudly complained of may be greatly mitigated. It is very desirable that on a subject which may be said to have rather a general than a local bearing, there should be a certain uniformity of action throughout England. At the same time the Board will be happy to co-operate in any sound and practicable plan for attaining the same object, which may be deemed by those who have to administer the law to be best suited to their particular localities.

The Board cannot close this minute without again impressing on boards of guardians the absolute necessity of discriminating by inquiry and investigation between real and simulated destitution. This is no principle of partial applicability or incomplete obligation. It is the undoubted principle of the law, which equally requires the grant of relief to the destitute, and prohibits the misapplication of the public fund to those who are not destitute.

It was found necessary by the late Poor Law Commissioners at one time to remind the various unions and their officers of the responsibility which would be incurred by refusing relief where it was required. The present state of things renders it necessary that this Board should now impress on them the grievous mischiefs that must arise, and the responsibilities that may be incurred, by a too ready distribution of relief to tramps and vagrants not entitled to it. Boards of guardians and their officers may, in their attempts to restore a more wise and just system, be subjected to some obloquy from prejudices that confound poverty with profligacy; they will, however, be supported by the consciousness of discharging their duty to those whose funds they have to administer, as well as to the deserving poor, and of resisting the extension of a most pernicious and formidable abuse. They may confidently reckon on the support of a public opinion, which the present state of things has aroused and enlightened; and those who are responsible to the Poor Law Board may feel assured that, while no instance of neglect or harshness to the poor will be tolerated, they may look to the Board for a candid construction of their acts and motives, and for a hearty and steadfast support of those who shall exert themselves to guard from the grasp of imposture that fund which should be sacred to the necessities of the poor.

CHARLES BULLER,
President.

Geo. NICHOLLS,
Secretary.

APPENDIX IV.

CIRCULAR LETTER ISSUED BY THE LOCAL GOVERNMENT BOARD ON 25TH FEBRUARY, 1896.

Local Government Board,
Whitehall, S.W.,
25th February, 1896.

SIR,—The attention of the Local Government Board has been directed for some time past to the large increase in the number of applicants for admission to the casual wards throughout the country. That the matter is one deserving of serious consideration is shown by the fact that whilst the mean number of vagrants relieved on the 1st of January and 1st of July in the parochial year 1884–5 was 4,483, the mean number in the year 1894–5 had risen to 8,539.

From information received by the Board from their inspectors and otherwise, there appeared to be reason for considering that this increase was to a considerable extent not unconnected with a failure on the part of boards of guardians to enforce the provisions of "The Pauper Inmates Discharge and Regulation Act, 1871," as amended by the "Casual Poor Act, 1882," and of the Regulations of the Board.

The Board therefore applied to the several boards of guardians for specific information as to the extent to which they had exercised the powers conferred upon them and had carried out the regulations which had been prescribed. The replies received showed that in a large proportion of the unions requirements of the regulations had been more or less disregarded.

There are 648 unions and parishes in England and Wales to which the Acts and the regulations apply, and in 635 casual wards are available; but the returns showed that in only 305 of these were the guardians exercising their powers of detaining casual paupers for more than one night. In some counties this power appeared to be entirely, or almost entirely, ignored; e.g., in Cumberland, with nine unions, this was done in one only; in Dorset, with twelve unions, in one only; in Leicester, with eleven unions, in three only; in Nottingham, with eight unions, in two only, and then only "if room"; in Somerset, with seventeen unions, in four only; in Stafford, with sixteen unions, in five only "if room"; in Westmorland and the East Riding of Yorkshire and in Anglesey, Cardigan, Carmarthen, and Glamorgan, not at all.

In other respects and in many instances the prescribed regulations had been entirely disregarded or had been only partially complied with, whilst the divergence of practice throughout the country and often in neighbouring unions was very marked.

Many representations have been made to the Board as to the desirability of increasing the powers of guardians as regards the detention of vagrants and of dealing with them in other ways, but the Board are of opinion that as the first step, boards of guardians throughout the country should avail themselves of the powers they already possess, and endeavour in concert with the guardians of neighbouring unions, to ensure greater uniformity of practice in dealing with this class of applicants for relief.

The existing regulations have been framed with a view of ensuring from the vagrants such a return, by work, for the relief afforded to them by the guardians that they will understand that their lot whilst so relieved will be in no wise better as regards labour than that of the industrious working man, although no penal consequences ensue from an application for relief. But it is manifest that this intention is frustrated when from more than half the casual wards in the country vagrants are discharged the first morning after their admission, generally without any adequate task of work being required from them.

As regards the detention of casual paupers the regulations of the 18th December, 1882, provide that a casual pauper shall not be allowed to discharge himself from a

casual ward before nine o'clock in the morning of the second day following his admission, nor before he has performed the prescribed work; and where a casual pauper has been admitted on more than one occasion during one month into any casual ward of the same union, he shall not be allowed to discharge himself before nine o'clock in the morning of the fourth day after his admission.

In computing the number of days during which a casual pauper may be detained, Sunday is not to be included, and with respect to the Metropolis, in determining the number of admissions of a casual pauper, every casual ward in the Metropolis is to be deemed to be a casual ward of the same union.

These provisions are however subject to the following exceptions:—

1. The guardians may give any directions to the master of the workhouse, or to the superintendent of the casual ward, with respect to the discharge of any class or classes of casual paupers before the expiration of the respective periods specified, and such directions shall be followed by the master or superintendent.

2. If, in the opinion of the master of the workhouse or the superintendent of the casual ward, any special circumstances require that a casual pauper shall be discharged before the expiration of either of the periods mentioned, he may discharge such pauper accordingly, and shall report the facts of the case to the guardians at their next meeting.

By a further Order dated the 11th of June, 1892, provision has been made for the discharge of any casual pauper at half-past five o'clock in the morning between Lady Day and Michaelmas and half-past six o'clock in the morning between Michaelmas and Lady Day, when such person has been detained for more than one night and represents to the master of the workhouse or superintendent of the casual ward that he is desirous of seeking work, provided that he has to the best of his ability performed the task of work prescribed.

It has often been urged that the casual ward accommodation at the disposal of the guardians is not sufficient to enable them to keep vagrants for more than one night, having regard to the numbers that seek admission. If, however, there were a due sense of reciprocity of interests in dealing with vagrants, this contention would, to a considerable extent, fail, because, in the case of an habitual vagrant, it may usually be assumed that if he is not sleeping in one workhouse he is doing so in another, and therefore if all guardians detained vagrants of this class, the extra strain on the accommodation which is anticipated would not, under ordinary circumstances, arise. But apart from this, it has been proved again and again that strict administration immediately produces a marked reduction in the number of applicants for admission.

In connection with this point it is important to consider the character of the provision made for the accommodation of vagrants. At some workhouses the cellular system only is adopted; at others, the cellular system in connection with associated wards; and at others, associated wards only. In about half the workhouses in the country, neither the cellular system nor any modification of it is carried out.

The Board recognise the fact that, when adequate associated wards have been provided in a rural union, it may be unreasonable to expect the guardians to incur the expense of building new wards on the cellular system. At the same time the Board have a strong opinion as to the advantages of this system. Whilst the separation for which it provides makes relief in the casual ward more distasteful to the habitual vagrant, it is appreciated

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by the *bona fide* working man, as it saves him from association with the class who ordinarily have recourse to a casual ward, and the relief thus given is more consistent with his self-respect.

In many unions there are both separate compartments and associated wards, the intention being that the latter should only be used by vagrants detained for more than two nights, or on occasions when their use is rendered necessary by the admission of an exceptional number of persons. But it is found that, in some cases, the vagrants have been placed in the associated ward, whilst the separate compartments have been left unoccupied. Very clear instructions should be given by the guardians to the responsible officer that such a practice should be discontinued.

It is unnecessary for the Board to refer in detail to other regulations as to the relief of casual paupers, such as those with regard to searching on admission, bathing, the provision of garments for the night, the drying and disinfection, when necessary, of the clothes of the persons admitted, the task of work, and the dietary. The Board must, however, impress on the guardians the importance of a due compliance with those regulations.

The Board are clearly of opinion that, whilst all due consideration should be given to those who are *bona fide* travelling in search of work, and who unfortunately are

obliged to apply for relief in the casual ward, the arrangements should not be such as to encourage the habitual vagrant to have recourse to the guardians for relief, instead of endeavouring by work to maintain himself.

Where there has been agreement in different parts of the country that neighbouring unions over a given area shall stringently enforce the regulations, a large reduction in the number of vagrants in the district has ensued; and the Board believe that a similar result might be obtained in the country generally if the provisions of the regulations were enforced.

The Board must, therefore, urge on boards of guardians that they should, with this view, duly exercise the powers already vested in them, and the Board trust that they may rely on their co-operation in this matter.

If it should hereafter be found that the existing law, when duly enforced by boards of guardians generally throughout the country, is insufficient to meet the evil, the Board will be quite ready to consider what further action should be taken with a view to dealing with the question either by legislation or otherwise.

I am, Sir,

Your obedient Servant,

HUGH OWEN,

Secretary.

The Clerk to the Guardians.

APPENDIX V.

Appendix V.

STATISTICS OF CASUAL PAUPERS.

Memorandum and Tables received from the Local Government Board.

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STATISTICS OF CASUAL PAUPERS.

A.—NUMBER OF CASUAL PAUPERS.

Statistics of the number of casual paupers have for a considerable number of years been obtained on two days in the year, the 1st January and 1st July, simultaneously with the general census of pauperism.

It should be remarked that the figures quoted throughout this memorandum include, in addition to casual paupers who were relieved in the casual wards of work-houses, a few who received out-relief, in the shape of food or of a night's lodging, for the most part on account of want of room in the wards; but the number of such cases is quite small; on the 1st January, 1905, the total was 293.

Casual
paupers in
England and
Wales, 1880-
1905.

The following table gives the figures for the 1st January and 1st July in each year since 1880. The figures are ranged in groups in order to indicate approximately the rise and fall in successive periods.

CASUAL PAUPERS RELIEVED IN ENGLAND AND WALES ON 1ST JANUARY AND 1ST JULY FROM 1880 TO 1905.

Year.	1st January.		1st July.		Percentage of numbers relieved on the night of 1st January to number on the night of 1st January, 1904. 5.
	Numbers relieved on the night*.	Numbers relieved at any time on the day.	Numbers relieved on the night*.	Numbers relieved at any time on the day.	
	1.	2.	3.	4.	
1880		5,914		7,742	69·4
1881		6,215		6,461	73·0
1882		5,767		5,028	67·7
1883		4,552		3,294	53·4
1884		4,899		4,100	57·5
1885		4,866		4,648	57·1
1886		5,540		4,640	65·0
1887		5,026		4,686	59·0
1888		5,844		5,949	68·6
1889		7 058		4,157	82·9
1890		5,701			66·9
1891	4,960*	5,552	5,089*	5,552	58·2
1892	6,319*	6,988	5,452*	6,008	74·2
1893	5,947*	7,139	5,853*	6,636	69·8
1894	8,304*	9,480	7,556*	8,391	97·5
1895	8,810*	10,162	5,865*	6,916	103·4
1896	7,859	13,239	—	8,029	92·3
1897	7,859	13,239	6,668	10,797	81·3
1898	6,922	12,312	5,192	9,028	90·3
1899	7,886	13,563	5,338	9,357	88·0
1900	7,499	13,366	5,361	8,959	65·5
1901	5,579	9,841	4,170	7,779	79·8
1902	6,795	11,658	5,455	8,407	92·0
1903	7,840	13,178	6,609	10,717	97·0
1904	8,266	14,475	5,121	8,634	100·0
1905	8,519	15,634	6,748	10,843	114·7
1905	9,768	17,254	8,556	14,920	

* Prior to the 1st January, 1896, the numbers of casual paupers relieved during the day and on the night respectively were not required to be distinguished in the ordinary Returns of pauperism. The numbers shown in columns 1 and 3 for the years from 1st July, 1890, to 1st January, 1895, are taken from a special Parliamentary Return, No. 432, Session 2, 1895. From comparison of the results obtained by this Return with those quoted in columns 2 and 4, for the five years, it seems probable that the numbers shown in the ordinary Returns for the years prior to 1896 represented in the case of many unions a night count only, the numbers in columns 2 and 4 for those years being only about 10 per cent. higher than the numbers in columns 1 and 3, whereas for later years the corresponding percentage is over 50.

Neither of the two sets of numbers quoted for each date for 1890 and subsequent years quite accurately represents the number of individuals who received relief as casual paupers on the particular day. The figures in columns 2 and 4 no doubt include twice some casual paupers who, after their discharge from the wards of one union in the morning, entered the wards of another union in the evening. On the other hand, in many cases a casual pauper discharged from the casual wards in the morning may sleep in a common lodging-house or elsewhere at night, and is therefore not included in the figures in columns 1 and 3. The figures are sufficient to show that in the course of the past twenty-six years there has been an appreciable

rise in the number of casual paupers, though there have been wide fluctuations. The numbers in 1905 were higher than in any previous year. Appendix V.

Although for England and Wales the only statistics of Casual the number of casual paupers relating to a series of years paupers in available are those for two days in each year, viz., 1st Janu- London, ary and 1st July, in the case of London weekly returns 1880-1905. have for many years been obtained of the numbers of casual paupers relieved on one night.

The following table shows for each of the years since 1880, the average number of casual paupers relieved in London on the Friday nights during those years.

Average Number of Casual Paupers relieved in London on Friday nights during the Years 1880 to 1904 and the Percentage of such number to the Average for 1904.

Year.	Number.	Percentage.	Year.	Number.	Percentage.
1880	795	70.1	1893	957	84.4
1881	802	70.7	1894	1,086	95.8
1882	814	71.8	1895	1,129	99.6
1883	482	42.5	1896	1,063	93.7
1884	510	45.0	1897	1,045	92.1
1885	580	51.1	1898	1,064	93.8
1886	578	51.0	1899	1,009	89.0
1887	738	65.1	1900	916	80.8
1888	1,136	100.2	1901	969	85.4
1889	960	84.7	1902	985	86.9
1890	858	75.7	1903	1,089	96.1
1891	842	74.2	1904	1,134	100.0
1892	919	81.0			

It will be seen that the number of casual paupers in London during the period covered by the table showed a perceptible rise, although the average number relieved in 1904 was about the same as that for 1888 and not much in excess of the averages for the years 1894-1899. The numbers relieved in 1905 were generally about the same as those relieved in 1904.

With the view of obtaining a wider range of figures than that afforded by the two half-yearly Returns of the 1st January and 1st July, a Return has been required weekly of the numbers of casual paupers relieved on each Friday night in 1904 and 1905. The highest number of casual paupers reached in 1904 was on the 11th December, when 12,797 casual paupers were returned, although the numbers fell but slightly short

of this figure on the 26th August (12,713) and on the 7th October (12,698). The lowest point was touched in the second week of July with a total of 6,610.

In the first six months of 1905 the highest number returned was 13,552 on the 28th April and in the later months 13,486 and 13,124 on the last two Friday nights in August. The lowest number relieved was 7,274 on 14th July. The periods of high numbers of casual paupers appear to be generally from February to May, and again from August to December.

The following half-monthly averages have been calculated from the numbers of casual paupers returned as relieved on the night of each Friday in 1904, and to the end of November, 1905.

Month.	Half-monthly averages of casual paupers relieved on single nights and the percentages of such numbers to the number of casual paupers relieved on the night of 1st January, 1904 (8,519).			
	1904.		1905.	
	Half-monthly averages.	Percentages.	Half-monthly averages.	Percentages.
January - - - -	9,745	114.4	11,953	140.3
	10,295	120.8	11,649	136.7
February - - - -	11,166	131.1	11,911	139.8
	11,016	129.3	11,907	139.8
March - - - -	10,555	123.9	12,855	150.9
	10,513	123.4	13,421	157.5
April - - - -	11,040	129.6	13,269	155.8
	11,427	134.1	13,103	153.8
May - - - -	11,076	130.0	12,935	151.8
	11,414	134.0	12,017	141.1
June - - - -	10,777	126.5	12,288	144.2
	9,362	109.9	9,970	117.0
July - - - -	6,679	78.4	8,341	97.9
	9,824	115.3	8,604	101.0
August - - - -	11,597	136.1	12,080	141.8
	12,653	148.5	13,305	156.2
September - - - -	11,076	130.0	10,695	125.5
	11,807	138.6	10,948	128.5
October - - - -	12,561	147.4	12,343	144.9
	11,768	138.1	12,431	145.9
November - - - -	12,387	145.4	12,825	150.5
	12,161	142.8	12,811	150.4
December - - - -	10,941	128.4	—	—
	10,691	125.5	—	—

Casual paupers in first six months, 1882-1884, 1904, and 1905.

The only figures at all comparable with the above which exist for any previous years are those quoted in two Returns* obtained in 1883 and 1884, which show the number of casual paupers who were relieved on the nights of the first Wednesday in each of the first six months of 1882, 1883, and 1884.

The general results of these Returns, together with figures for the corresponding dates in 1904 and the present year may be shown as follows :—

CASUAL PAUPERS IN FIRST SIX MONTHS 1882-1884, 1904, AND 1905.

Year.†	Number of casual paupers relieved on the night of one day in :—					
	January.	February.	March.	April.	May.	June.
1882	6,428	6,767	7,331	7,126	7,198	7,393
1883	5,192	5,190	5,390	4,984	5,908	4,968
1884	4,819	5,639	5,571	5,307	6,084	6,064
1904	8,509	10,891	10,469	10,528	11,457	10,712
1905	11,812	11,631	12,242	13,022	13,516	11,886

† The figures for 1882, 1883 and 1884 relate to the first Wednesday night, and those for 1904 and 1905 to the first Friday night, in each month.

DISTRIBUTION OF CASUAL PAUPERS.

In the tables below an attempt is made to illustrate the relative distribution of the number of casual paupers in the several counties of England and Wales, and to indicate (i) the union-counties in which the number is

highest in proportion to population, to general pauperism, and to the area of the county; (ii) the counties in which the most noticeable increases have occurred in the number of casual paupers since 1897 ;

* Parliamentary Papers Nos. 86 of 1884 and 24, Sess. 2 of 1884.

and (iii) the highest and lowest numbers of casual paupers relieved in each county during the year 1904. This is supplemented by (iv) an analysis of the statistics for the counties into their component union figures.

(i) The two following tables distinguish the counties in which the number of casual paupers is highest. In the first table the standard of comparison is, primarily, the proportion

of casual paupers to population. At the same time, Appendix V. the results of this calculation are corroborated fairly closely by reference to a further standard, viz., the proportion to the total pauperism of the district.

In the second table the number of casual paupers is shown in relation to the area of the county. The basis of comparison in these tables is the night count for the 1st January, 1905.

Comparative numbers of casual paupers in Union-Counties.

(a) Union-Counties* in which the number of Casual Paupers was higher than the average in proportion to population and total pauperism in England and Wales.

Union-Counties.	Casual paupers relieved on the night of 1st Jan., 1905.			Union-Counties.	Casual paupers relieved on the night of 1st Jan., 1905.		
	Number.	Rate per 10,000 of population.	Rate per 1,000 of total pauperism.		Number.	Rate per 10,000 of population.	Rate per 1,000 of total pauperism.
Westmorland - -	83	13·0	59·8	Leicester - - -	241	5·2	15·8
Rutland - - -	25	12·3	39·7	Sussex - - -	306	4·9	16·8
Radnor - - -	18	8·4	31·8	Kent - - -	428	4·4	16·4
Brecknock - - -	45	8·3	28·8	Huntingdon - -	19	4·2	13·8
Oxford - - -	152	8·2	22·3	Derby - - -	201	3·9	15·8
Salop - - -	211	8·1	31·6	Warwick - - -	372	3·9	17·8
Berks - - -	221	7·6	29·4	Surrey - - -	292	3·8	17·4
Hereford - - -	82	7·3	17·7	Carmarthen - -	47	3·7	12·6
Cardigan - - -	58	7·1	22·3	Cambridge - -	72	3·6	10·6
Wilts - - -	180	6·7	19·1	Northampton -	128	3·5	10·0
Dorset - - -	117	5·8	14·1	Somerset - - -	158	3·4	10·5
Denbigh - - -	72	5·5	17·4	Bedford - - -	59	3·3	10·1
Worcester - - -	285	5·4	19·5	Montgomery - -	21	3·3	9·9
Buckingham - -	94	5·3	14·5	Southampton -	254	3·2	10·7
Gloucester - - -	352	5·3	16·6	Chester - - -	241	3·0	13·5
Cumberland - -	139	5·2	21·2	Monmouth - - -	100	3·0	9·3

(b) Union-Counties* in which the number of Casual Paupers, in relation to area, was equal to or higher than the average number in England and Wales (1·7 per 10 square miles).

Union-Counties.	Average Number of Casual Paupers relieved on night of 1st January, 1905, per 10 square miles.	Estimated Population (1904) per 10 square miles.†	Union-Counties.	Average Number of Casual Paupers relieved on night of 1st January, 1905, per 10 square miles.	Estimated Population (1904) per 10 square miles.†
London - - -	86·1	397,346	Leicester - - -	2·8	5,377
Lancaster - - -	6·3	22,673	Berks - - -	2·5	3,233
Middlesex - - -	6·1	32,063	Chester - - -	2·5	8,426
Worcester - - -	4·1	7,625	Derby - - -	2·3	5,828
Surrey - - -	4·0	10,595	Sussex - - -	2·1	4,262
Warwick - - -	3·8	9,631	Oxford - - -	2·0	2,424
Gloucester - - -	3·2	5,976	Glamorgan - - -	1·9	10,269
Stafford - - -	3·0	10,804	York, West Riding - -	1·7	10,510
Kent - - -	2·8	6,466			

* Each Union-County corresponds with the registration county, as given in the quarterly returns prepared by the Registrar General, and contains a group of entire Poor Law unions. The unions are in many cases situate in more than one geographical or administrative county, and therefore the Union-Counties and the geographical or administrative counties are for the most part not co-extensive.

† The estimated population (1904) of England and Wales per 10 square miles is 5,789.

Appendix V.

Casual
paupers on
1st January
and 1st July,
1897-1905.

(ii) The following table shows the number of casual paupers relieved on the nights of the 1st January and 1st July, 1905, for the 17 union-counties having over 100 casual paupers on the 1st January, 1905, in which the number of casuals relieved has shown the highest increase in relation to the average of the 8 years 1897 to 1904. The counties are given in the order of their respective increases.

The period chosen will, on comparison with the totals

for the same years before quoted, be seen to cover two periods of high numbers of casual paupers and one of lower numbers. The averages calculated on this basis are therefore rather higher than are absolutely correct. It should be further noted that the figures for 1st July, 1905, show, for all counties in England and Wales except four, viz., Rutland, York (North Riding), Flint, and Anglesey, a rise, in many cases very marked, over the average for the eight years 1897-1904.

Union-Counties (in which over 100 Casual Paupers were relieved on the night of 1st January, 1905) showing an increase per cent. in numbers on 1st January, 1905, as compared with the average for the eight years 1897-1904, equal to or higher than the increase in England and Wales (32 per cent.).

Union-Counties.	Number of Casual Paupers relieved on the nights of 1st January and July.				Increase per cent. in 1905 over average for 1897-1904.	
	Average for eight years, 1897-1904.		1905.			
	1st January.	1st July.	1st January.	1st July.	1st January.	1st July.
Cumberland - - -	58	71	139	174	140	145
Gloucester - - -	160	83	352	275	120	231
Dorset - - - -	55	28	117	49	113	75
Worcester - - -	142	130	285	344	101	165
Sussex - - - -	164	112	306	202	87	80
Glamorgan - - -	94	51	171	252	82	394
Berks - - - -	125	65	221	134	77	106
Northampton - -	73	45	128	91	75	102
Monmouth - - -	61	31	100	115	64	271
Leicester - - -	152	103	241	153	59	49
Salop - - - -	140	116	211	202	51	74
Middlesex - - -	112	81	169	122	51	51
Lancaster - - -	852	803	1,285	1,126	51	40
Oxford - - - -	104	63	152	115	46	83
Southampton - -	180	92	254	155	41	68
Warwick - - - -	271	174	372	232	37	33
Somerset - - - -	120	58	158	94	32	62
England and Wales -	7,413	5,499	9,768	8,556	32	55

The averages for London for the eight years 1897-1904 are 935 (January) and 697 (July), whilst the numbers relieved on the 1st January and 1st July, 1905, were 1,007 and 858 respectively, representing increases of 8 per cent. (January) and 23 per cent. (July).

(iii) The following table is added for the purpose of showing the highest and lowest number of casual paupers relieved in each county during the year 1904. Owing to the great fluctuations in the numbers from week

to week, it has been considered preferable to take the monthly average rather than the numbers in the several weeks.

Casual paupers. Highest and lowest points touched in 1904.

Casual Paupers relieved on Friday nights in the Year 1904.

Divisions and Union-Counties.	Average for the year	Monthly Average.		Divisions and Union-Counties.	Average for the year	Monthly Average.	
		Months in which the Average was				Months in which the Average was	
		Highest.	Lowest.			Highest.	Lowest.
I. LONDON.				VII. NORTH-MIDLAND.			
1. London - -	1,134	{ 1,245-Feb. } { 1,238-Oct. }	904-July	29. Leicester - -	242	303-Oct.	167-July
II. SOUTH-EASTERN.				30. Rutland - -	18	25-Oct.	10-July
2. Surrey - -	379	595-April	239-July	31. Lincoln - -	107	148-Sept.	75-July
3. Kent - -	559	1,087-Aug.	389-Sept.	32. Nottingham -	164	217-Sept.	118-July
4. Sussex - -	241	312-May	185-{ Jan. } { July }	33. Derby - -	229	276-Nov.	174-July
5. Southampton -	237	301-Oct.	161-July	VIII. NORTH-WESTERN.			
6. Berks - -	197	244-Nov.	123-July	34. Chester - -	351	434-June	286-Jan.
III. SOUTH-MIDLAND.				35. Lancaster - -	1,444	1,668-Nov.	1,185-July
7. Middlesex - -	205	308-Feb.	113-July	IX. YORK.			
8. Hertford - -	114	159-Oct.	{ 81-July } { 83-Jan. }	36. West Riding -	690	1,059-Sept.	511-July
9. Buckingham -	102	131-Nov.	57-July	37. East Riding -	82	117-Aug.	49-Mar.
10. Oxford - -	140	202-Nov.	81-July	38. North Riding -	120	{ 147-May } { 145-Aug. }	97-{ Jan. } { Dec }
11. Northampton -	148	204-Nov.	96-July	X. NORTHERN.			
12. Huntingdon -	21	29-Oct.	10-July	39. Durham - -	279	330-Nov.	226-July
13. Bedford - -	65	87-Oct.	{ 43-July } { 45-Jan. }	40. Northumberland -	187	{ 220-April } { 219-May }	{ 158-July } { 160-Dec. }
14. Cambridge - -	70	91-Oct.	53-Jan.	41. Cumberland -	128	163-Nov.	94-Jan.
IV. EASTERN.				42. Westmorland -	106	{ 122-Nov. } { 120-April }	90 { Sept. } { July }
15. Essex - -	140	216-June	89-Jan.	XI. WELSH			
16. Suffolk - -	77	93-Nov.	46-July	43. Monmouth - -	107	155-Nov.	66 { June } { July }
17. Norfolk - -	76	105-Nov.	43-July	44. South Wales.			
V. SOUTH-WESTERN.				Glamorgan - -	137	173-Jan.	109-July
18. Wilts - -	139	206-Nov.	81-July	Carmarthen - -	60	75-Nov.	39-July
19. Dorset - -	80	121-Nov.	{ 43-July } { 45-June }	Pembroke - -	19	{ 23-Sept. } { 22-Oct. } Nov.	11-Jan.
20. Devon - -	127	206-Dec.	71-July	Cardigan - -	45	63-Feb.	22-July
21. Cornwall - -	18	30-Dec.	13-July	Brecknock - -	42	65-May	20-July
22. Somerset - -	146	218-Nov.	91-July	Radnor - -	18	28-Mar.	8-July
VI. WEST-MIDLAND.				45. North Wales.			
23. Gloucester - -	251	320-Nov.	157-July	Montgomery -	56	74-April	19-July
24. Hereford - -	128	240-Aug.	79-July	Flint - -	16	{ 27-Nov. } { 26-Oct. }	7-Jan.
25. Salop - -	243	366-Aug.	161-Jan.	Denbigh - -	67	81-Nov.	{ 48-July } { 50-Dec. }
26. Stafford - -	478	{ 529-Nov. } { 522-Apl. }	360-July	Merioneth - -	28	41-Nov.	15-July
27. Worcester - -	292	478-Aug.	228-Jan.	Carnarvon - -	36	{ 52-Nov. } { 51-Sept. }	22-Jan.
28. Warwick - -	398	490-Nov.	274-July	Anglesey - -	1	4-Mar.	0 { Jan. } { July }

Appendix V.
Casual
paupers in
groups of
unions.

The unions in England and Wales may be grouped according to the number of casual paupers relieved in them as :—
Group (a): Unions (77) having 35 or more casual paupers in a majority of weeks during the year 1904.
Group (b): Unions (63) having less than 35, but more than 25 casual paupers.
Group (c): Unions (106) having less than 25, but more than 15 casual paupers.
Group (d): Unions (399) having less than 15 casual paupers.
On the accompanying map the unions included in the first three groups are distinguished. A list of these unions is appended (see page 29). It will be noticed that the unions with the higher numbers of casual paupers are for the most part those with large urban or industrial populations, or unions in the neighbourhood of such areas. Unions with a high number of casual paupers, but not conforming to this description, *e.g.*, in Berks and Oxford, will be seen from the map to be those lying on the routes between the principal centres of industry.
The following figures give all the available information as to the distribution of casual paupers relieved, between men, women, and children. Statistics of men, women, and children.

Year.	Casual Paupers relieved on the nights of :					
	1st January.			1st July.		
	Men.	Women.	Children.	Men.	Women.	Children.
1890*	No information available.			4,105	697	255
1891*	4,204	553	164	4,384	758	281
1892*	5,253	748	306	4,669	823	344
1893*	5,096	662	182	6,220	887	411
1894*	7,045	918	334	4,640	903	321
1895*	7,631	879	297	—	—	300§
1896	7,546		313§	6,287		381
1897	6,626		296§	4,927		265§
1898	7,530		356§	5,087		251§
1899	No information available.					
to						
1903						
1904	7,618	731	170	5,770	805	173
1905	8,693	887	188	7,554	813	189

* Figures taken from Parliamentary Paper No. 439, Session 2, 1895. It is stated that a few persons could not be classified.
§ Figures taken from Parliamentary Paper No. 322, 1899.

On the 1st January, 1891, men were 85 per cent. of the total, and in January, 1905, nearly 89 per cent. The proportion of women on the other hand shows a slight decline. The proportion of children to the total has varied in the years quoted in the table from nearly 2 to 5 per cent. in January; in 1905 the proportion was less than 2 per cent.
The relative numbers of the three classes vary, however, to some extent between summer and winter. Children in proportion to adult casual paupers appear to be somewhat higher in summer than in winter. Women are also proportionately rather more numerous in summer. In July, 1905, women formed 9·5 per cent. of the total as compared with 9·1 per cent. in January of the same year; in 1894, also a period with a high number of casual paupers, women were 15 per cent. in summer as compared with 11 per cent. in January.
It may be noticed that the proportion of children to the total number of casual paupers relieved is considerably lower in London than in other parts of the country.
From Returns† as to the ages of casual paupers relieved on the night of the 1st January, 1905, the following figures may be quoted.

Statistics of casual paupers.

London.	Casual paupers relieved on the night of 1st January, 1905.			
	Between 16 and 35 years of age.	Between 35 and 65 years of age.	65 years of age and upwards.	Total.
Men - - - - -	148	618	34	800
Women - - - - -	14	151	31	196
Children under 16 - - - - -	—	—	—	11
Total - - - - -	162	769	65	1,007
Percentage of total number relieved -	16·1	76·4	6·4	100·0

† Published in the half-yearly Statement of pauperism for 1st January, 1905. Parliamentary Paper No. 81 of 1905.

England and Wales, including London.	Casual paupers relieved on the night of 1st January, 1905.			
	Between 16 and 35 years of age.	Between 35 and 65 years of age.	65 years of age and upwards.	Total.
Men - - - - -	2,156	6,143	394	8,693
Women - - - - -	132	660	95	887
Children under 16 - - - - -	—	—	—	188
Total - - - - -	2,288	6,803	489	9,768*
Percentage of total number relieved -	23·4	69·7	5·0	100·0

* Including 293 casual paupers relieved otherwise than in workhouses and casual wards. None were thus relieved in London.

It will be seen from the above figures that more than two-thirds of the casual paupers relieved were between the ages of thirty-five and sixty-five. to one woman, and in the group aged sixty-five years and upwards there were only four men to one woman.

The proportions of men and women of the several ages vary considerably. In the age group of sixteen to thirty-five there were sixteen men to one woman, in the group between thirty-five and sixty-five there were nine men to one woman, and in the group aged sixty-five years and upwards there were only four men to one woman. As regards the numbers of casual paupers over sixty-five years of age some information was obtained in 1899 and 1900 in two Returns (Departmental) as to paupers over sixty-five years of age.

Year.	Number of casual paupers over 65 years of age.			
	Men.	Women.	Total.	Percentage of the total number* of casual paupers relieved on the same night.
On night of 1st July, 1899 - - - - -	368	94	462	8·6
On night of 1st January, 1900 - - - - -	224†	59†	283	5·1
On night of 1st January, 1905 - - - - -	394	95	489	5·0

* This total includes children. Deducting an estimated number (250) of children as having been relieved on the 1st July, 1899, and 1st January, 1900, the proportion of casu- als over 65 to the number of adult paupers of this class would be 9·0 and 5·3 per cent. In 1905, after deducting the children relieved (188) the proportion was 5·1 per cent.

† Including 48 men and 19 women who were returned as 70 years of age and over.

The lower proportion of aged casual paupers in the winter as compared with the summer census is noticeable. A similar variation is observable as regards aged paupers of all classes. The proportions of the latter to the total number of adult paupers (exclusive of the insane in both cases) were 59·3 per cent. on the 1st July, 1899, and 58·0 per cent. on the 1st January, 1900. The similar proportion for the 1st January, 1905, cannot be stated, the information not having been ascertained. Some information as to the ages of casual pauper children was obtained by a Parliamentary Return in 1899 (No. 322). The following figures summarise the results:—

Age groups.	Children relieved as casual paupers on the night of :—						
	1st July.				1st January.		
	1895.	1896.	1897.	1898.	1896.	1897.	1898.
Children under 2 years of age -	59	53	47	43	43	57	60
Children between 2 and 7 years -	109	151	93	98	108	99	140
Children between between 7 and 16 years.	132	175	125	105	162	138	153
Totals - - - - -	300	381*	265	251*	313	296*	356*

* Including a few children whose ages could not be given.

Appendix
V.

The proportion of each group to the total remains fairly constant. Children under two years are invariably by far the smallest group, and those over seven years the highest. Children under two years of age range from 14 to 20 per cent. of the total number of casual pauper children, those between two and seven years from 33 to 40 per cent., and those over seven years from 42 to 52 per cent.

Further particulars as to the classes of persons re-

lieved as casual paupers are contained in two Parliamentary Returns, which were obtained in 1897 and 1898 (No. 89 of 1897 and No. 332 of 1898) relative to, *inter alia*, the number of casual paupers relieved on the nights of 8th May, 1896, and the 20th December, 1897, who were or represented themselves to be army reserve men, discharged soldiers, or militiamen. The following table summarises the results :—

Casual paupers relieved in Casual Wards or in receipt of Outdoor Relief. (1.)	On the night of 8th May, 1896.*			On the night of 20th December, 1897.		
	Army Reservists, Discharged Soldiers, and Militiamen.		Total.	Army Reservists, Discharged Soldiers, and Militiamen.		Total.
	Men substantiating claim. (2.)	Men unable to substantiate claim. (3.)		Men substantiating claim. (5.)	Men unable to substantiate claim. (6.)	
I. <i>Men representing themselves to be Army Reserve Men, Discharged Soldiers, or Militiamen.</i>						
20 and under 30 years of age - - -	83	167	250	47	145	192
30 " " 40 " - - -	172	505	677	155	479	634
40 " " 50 " - - -	98	449	547	83	364	447
50 " " 60 " - - -	46	215	261	33	166	199
60 years and over - - - -	45	204	249	33	166	199
Total - - - - -	444	1,540	1,984	351	1,320	1,671
II. Total number of men relieved as casual paupers.	—	—	8,209	—	—	7,494
Percentage of I. to II. - - - -	5·4	18·8	24·2	4·7	17·6	22·3

* The numbers included as in receipt of Outdoor Relief relate to the night of the 3rd June, 1896.

B. Cost of Relief to Casual Paupers.

Some figures as to the expenditure on the maintenance of paupers in casual wards were first obtained in respect

of the half-year ended Ladyday, 1904. The following are the totals as given in the returns, for that and later half years :—

Half year ended	In London.	Outside London.	Total.
	£	£	£
Ladyday, 1904 - - - - -	4,756	17,152	21,908
Michaelmas, 1904 - - - - -	4,116	17,495	21,611
Ladyday, 1905 - - - - -	4,859	19,367	24,226*

* In addition £838 was expended on outdoor relief to casual paupers otherwise than in workhouses or casual wards. No such relief was given in London.

The figures referred to do not in all cases represent the full cost of maintenance, *i.e.*, the cost of the food, clothing (if any) and necessities supplied, and the cost of "warming, cleansing, and lighting and otherwise keeping the

casual wards fit for daily use"; in some cases the figures furnished only covering the cost of food.




A summary containing the particulars for the latest half-year in respect of each union-county is given at page 32.

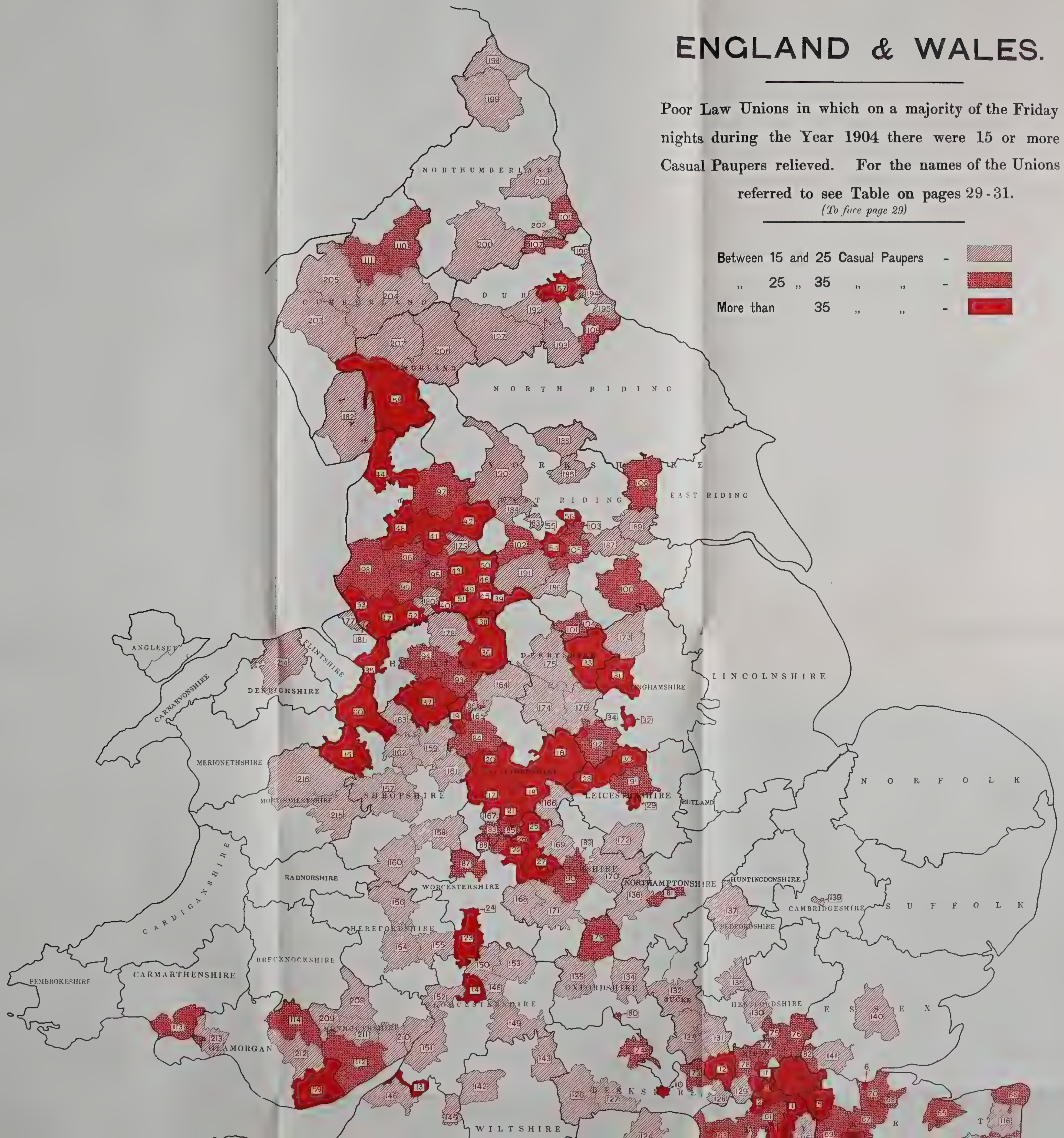
Statistical and Local Taxation Department.
Local Government Board,
November 1905.

ENGLAND & WALES.

Poor Law Unions in which on a majority of the Friday nights during the Year 1904 there were 15 or more Casual Paupers relieved. For the names of the Unions referred to see Table on pages 29-31.

(To face page 29)

Between 15 and 25 Casual Paupers	-	
" 25 " 35 "	"	
More than 35 "	"	





Scale - 20 Miles to 1 Inch

Miles 10 5 0 10 20 30 40 50 Miles

Prepared in the Statistical Department, Local Government Board, and Heliozincographed at the Ordnance Survey Office, Southampton 1905

TABLE 1.

CASUAL PAUPERS IN GROUPS OF UNIONS IN 1904.

Poor Law Unions in which, on a majority of the Friday nights during the year 1904, there were 15 or more Casual Paupers relieved. (See Map.)

Appendix
V.

Division and Union-County.	A. 35 or more Casual Paupers.		B. Between 25 and 35 Casual Paupers.		C. Between 15 and 25 Casual Paupers.	
	Number on Map.*	Union.	Number on Map.*	Union.	Number on Map.*	Union.
LONDON—						
London - - -		Paddington Kensington St. George's St. Marylebone Hackney St. Giles and St. George, Bloomsbury Strand Holborn City of London Whitechapel St. George-in-the-East Poplar Camberwell Greenwich Woolwich		Hammersmith and Fulham Shoreditch Stepney Mile End Old Town Bermondsey Lambeth Wandsworth Lewisham		Chelsea St. Pancras Islington Southwark
SOUTH EASTERN—						
Surrey - - -	1 2 3 4	Croydon Kingston Reigate Richmond	61 62 63	Epsom Farnham Guildford	115	Godstone
Kent - - -	5 6 7	Bromley Gravesend and Milton Tonbridge	64 65 66 67 68 69 70 71	Dover Faversham Isle of Thanet Malling Medway Sevenoaks Strood Hastings	116 117 118	Eastry Elham Tenterden
Sussex - - -	8	Brighton			119 120 121 122 123	Eastbourne East Grinstead East Preston Newhaven Rye
Southampton -	9	Portsmouth	72	Southampton	124 125	Basingstoke Winchester
Berks - - -	10	Reading	73 74	Maidenhead Wallingford	126 127 128	Hungerford Newbury Windsor
SOUTH MIDLAND—						
Middlesex - -	11	Brentford	75 76 77 78	Barnet Edmonton Hendon Uxbridge	129	Staines
Hertford - - Buckingham -	12	Eton —		—	130 131 132 133	St. Albans Amersham Aylesbury Wycombe
Oxford - - -		—	79 80 81	Banbury Oxford Northampton	134 135 136 137 138 139	Bicester Chipping Norton Daventry Bedford Luton Cambridge
Northampton - Bedford - - Cambridge - -		— — —		— — —		
EASTERN—						
Essex - - -		—	82	West Ham	140 141	Chelmsford Romford

* It was not found possible to indicate the London Unions on the Map on account of the smallness of their area.

CASUAL PAUPERS IN GROUPS OF UNIONS IN 1904—*cont.*

Appendix

V.

Poor Law Unions in which, on a majority of the Friday nights during the year 1904, there were 15 or more Casual Paupers relieved—*cont.*

Division and Union-County.	A. 35 or more Casual Paupers.		B. Between 25 and 35 Casual Paupers.		C. Between 15 and 25 Casual Paupers.	
	Number on Map.	Union.	Number on Map.	Union.	Number on Map.	Union.
SOUTH WESTERN—						
Wilts - - -		—		—	142	Chippenham
					143	Highworth and Swindon
Devon - - -		—		—	144	Exeter
Somerset - - -		—		—	145	Bath
					146	Long Ashton
					147	Wellington
WEST MIDLAND—						
Gloucester - -	13	Bristol		—	148	Cheltenham
	14	Gloucester			149	Cirencester
					150	Tewkesbury
					151	Thornbury
					152	Westbury-on-Severn
					153	Winchcomb
Hereford - -		—		—	154	Hereford
					155	Ledbury
					156	Leominster
Salop - - -	15	Oswestry		—	157	Atcham
					158	Bridgnorth
					159	Drayton
					160	Ludlow
					161	Newport
					162	Wem
					163	Whitchurch
Stafford - -	16	Burton-on-Trent	83	Dudley	164	Leek
	17	Cannock	84	Stone	165	Stoke-upon-Trent
	18	Lichfield	85	West Bromwich	166	Tamworth
	19	Newcastle-under-Lyme	86	Wolstanton & Burslem	167	Wolverhampton
	20	Stafford				
	21	Walsall				
Worcester - -	22	King's Norton	87	Kidderminster		—
	23	Upton-upon-Severn	88	Stourbridge		
	24	Worcester				
Warwick - -	25	Aston	89	Coventry	168	Alcester
	26	Birmingham	90	Warwick	169	Meriden
	27	Solihull			170	Rugby
					171	Stratford-on-Avon
NORTH MIDLAND—						
Leicester - -	28	Ashby-de-la-Zouch	91	Barrow-on-Soar	172	Lutterworth
	29	Leicester				
	30	Loughborough				
Nottingham -	31	Mansfield		—	173	Worksop
	32	Nottingham				
Derby - - -	33	Chesterfield	92	Shardlow	174	Ashbourne
	34	Derby			175	Bakewell
					176	Belper
NORTH WESTERN—						
Chester - - -	35	Chester	93	Congleton	177	Birkenhead
	36	Macclesfield	94	Northwich	178	Bucklow
	37	Nantwich				
	38	Stockport				
Lancaster - -	39	Ashton-under-Lyne	95	Bolton	179	Haslingden
	40	Barton-upon-Irwell	96	Chorley	180	Leigh
	41	Blackburn	97	Clitheroe	181	Toxteth Park
	42	Burnley	98	Ormskirk	182	Ulverston
	43	Bury	99	Wigan		

CASUAL PAUPERS IN GROUPS OF UNIONS IN 1904—*cont.*

Appendix V.

Poor Law Unions in which, on a majority of the Friday nights during the year 1904, there were 15 or more Casual Paupers relieved—*cont.*

Division and Union-County.	A. 35 or more Casual Paupers.		B. Between 25 and 35 Casual Paupers.		C. Between 15 and 25 Casual Paupers.	
	Number on Map.	Union.	Number on Map.	Union.	Number on Map.	Union.
NORTH WESTERN— <i>cont.</i>	44	Lancaster				
Lancaster— <i>cont.</i>	45	{ Chorlton				
	46	{ Manchester				
	47	Oldham				
	48	Prescot				
	49	Preston				
	50	Prestwich				
	51	Rochdale				
	52	Salford				
	53	Warrington				
		{ West Derby				
		{ Liverpool				
YORK—						
West Riding -	54	Dewsbury	100	Doncaster	183	Bradford
	55	Holbeck	101	Ecclesall Bierlow	184	Keighley
	56	Leeds	102	Halifax	185	Knarborough
			103	Hunslet	186	Penistone
			104	Sheffield	187	Pontefract
			105	Wakefield	188	Ripon
					189	Selby
					190	Skipton
					191	Wortley
East Riding -		—	106	York		—
NORTHERN—						
Durham -	57	Durham	107	Gateshead	192	Auckland
			108	Stockton	193	Darlington
					194	Easington
					195	Hartlepool
					196	Sunderland
					197	Teesdale
Northumberland -		—	109	Tynemouth	198	Berwick-on-Tweed
					199	Glendale
					200	Hexham
					201	Morpeth
					202	Newcastle-on-Tyne
Cumberland -		—	110	Brampton	203	Cockermouth
			111	Carlisle	204	Penrith
					205	Wigton
Westmorland -	58	Kendal		—	206	East Ward
					207	West Ward
WALES—						
Monmouth -		—	112	Newport	208	Abergavenny
					209	Bedwellty
					210	Chepstow
					211	Pontypool
South Wales -	59	Cardiff	113	Llanelly	212	Pontypridd
			114	Merthyr Tydfil	213	Swansea
North Wales -	60	Wrexham		—	214	St. Asaph
					215	Forden
					216	Llanfyllin

TABLE 2.

Statement showing for each Union-County in England and Wales the cost of In-maintenance and Outdoor Relief of Casual Paupers for the half-year ended Ladyday, 1905.

Union-Counties.	In-maintenance in Casual Wards.*	Relief otherwise than in Workhouses or Casual Wards.	Union-Counties.	In-maintenance in Casual Wards.*	Relief otherwise than in Workhouses or Casual Wards.
I. LONDON.	£	£		£	£
1. London - - -	4,859	-	VII. NORTH MIDLAND.		
I. SOUTH-EASTERN.			29. Leicester - - -	585	1
2. Surrey - - -	751	-	30. Rutland - - -	67	-
3. Kent - - -	941	3	31. Lincoln - - -	135	3
4. Sussex - - -	421	-	32. Nottingham - - -	299	-
5. Southampton - - -	409	-	33. Derby - - -	291	47
6. Berks - - -	764	4	VIII. NORTH-WESTERN.		
III. SOUTH MIDLAND.			34. Chester - - -	679	26
7. Middlesex - - -	416	-	35. Lancaster - - -	3,082	46
8. Hertford - - -	235	8	IX. YORK.		
9. Buckingham - - -	168	1	36. West Riding - - -	1,138	29
10. Oxford - - -	201	-	37. East Riding - - -	115	6
11. Northampton - - -	220	-	38. North Riding - - -	221	3
12. Huntingdon - - -	60	-	X. NORTHERN.		
13. Bedford - - -	137	-	39. Durham - - -	534	66
14. Cambridge - - -	219	1	40. Northumberland - - -	331	6
IV. EASTERN.			41. Cumberland - - -	594	-
15. Essex - - -	286	22	42. Westmorland - - -	184	17
16. Suffolk - - -	229	3	XI. WELSH.		
17. Norfolk - - -	182	-	43. Monmouth - - -	272	70
V. SOUTH-WESTERN.			44. South Wales—		
18. Wilts - - -	253	1	Glamorgan - - -	252	196
19. Dorset - - -	142	22	Carmarthen - - -	67	41
20. Devon - - -	338	3	Pembroke - - -	93	18
21. Cornwall - - -	77	13	Cardigan - - -	68	26
22. Somerset - - -	347	25	Brecknock - - -	49	20
VI. WEST MIDLAND.			Radnor - - -	10	7
23. Gloucester - - -	464	19	45. North Wales—		
24. Hereford - - -	166	3	Montgomery - - -	52	5
25. Salop - - -	498	21	Flint - - -	57	-
26. Stafford - - -	698	42	Denbigh - - -	98	11
27. Worcester - - -	413	-	Merioneth - - -	68	-
28. Warwick - - -	845	3	Carnarvon - - -	142	-
			Anglesey - - -	4	-
			Total for England and Wales	24,226	838
				£25,064	

* In the majority of cases the expenditure on the maintenance of persons relieved in casual wards in Poor Law unions outside London is approximate, and in some cases it is also stated that only the cost of provisions supplied is included in the sum entered under this head.

Note.—For the average number of casual paupers relieved in each union-county on the Friday nights in the year 1904, see the table on page 25.

CHART No. 1.

Casual pauperism and total pauperism in ENGLAND & WALES on 1st January 1880 to 1905.
(Numbers on 1st Jan. 1904 = 100; numbers on other dates in percentages of 1904 figures).

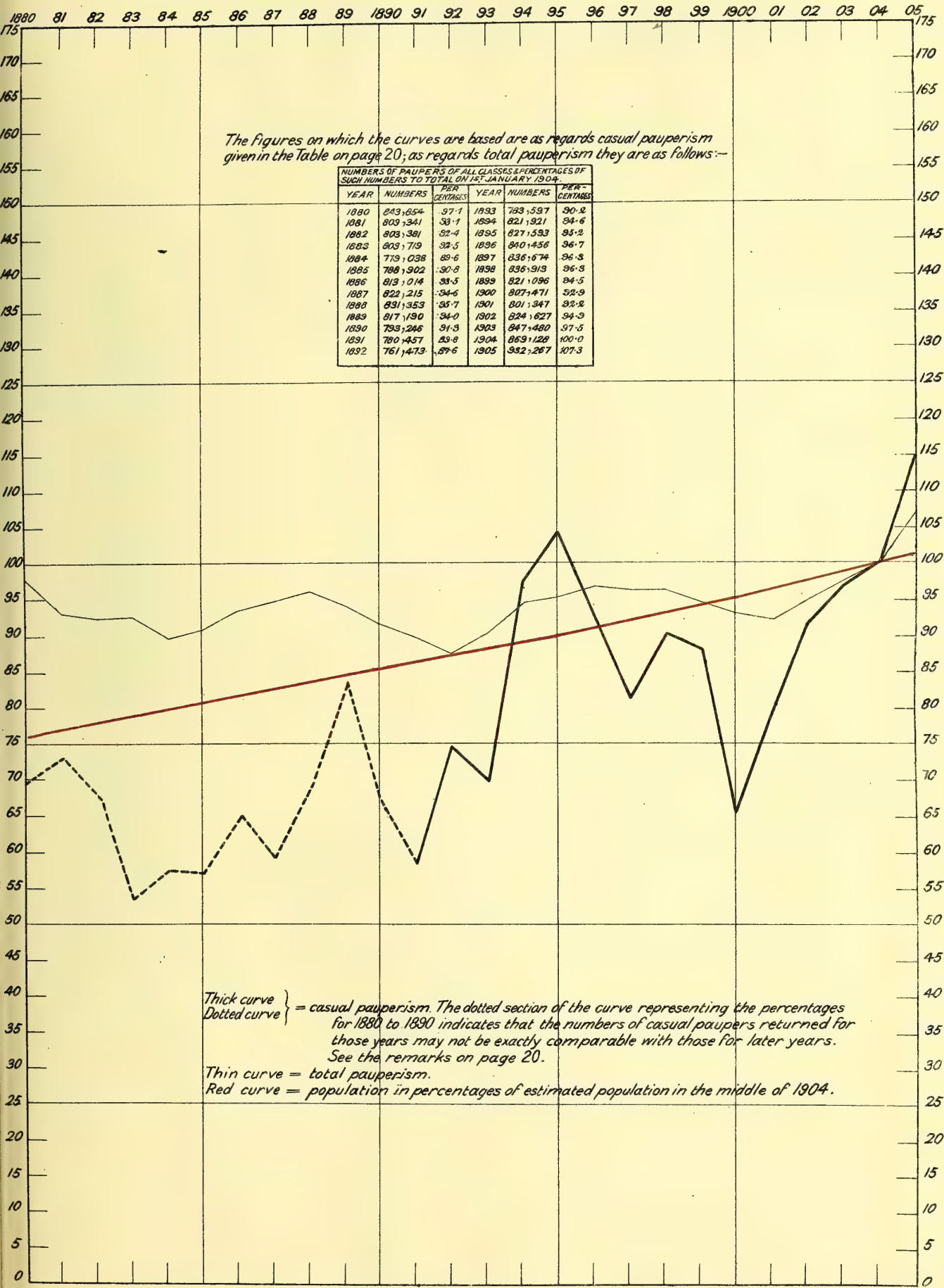




CHART N° 2.

Casual pauperism and total pauperism (exclusive of insane in asylums &c. and casual paupers) in LONDON from 1880 to 1904 (yearly averages).
Numbers in 1904 = 100: numbers on other dates in percentages of 1904.

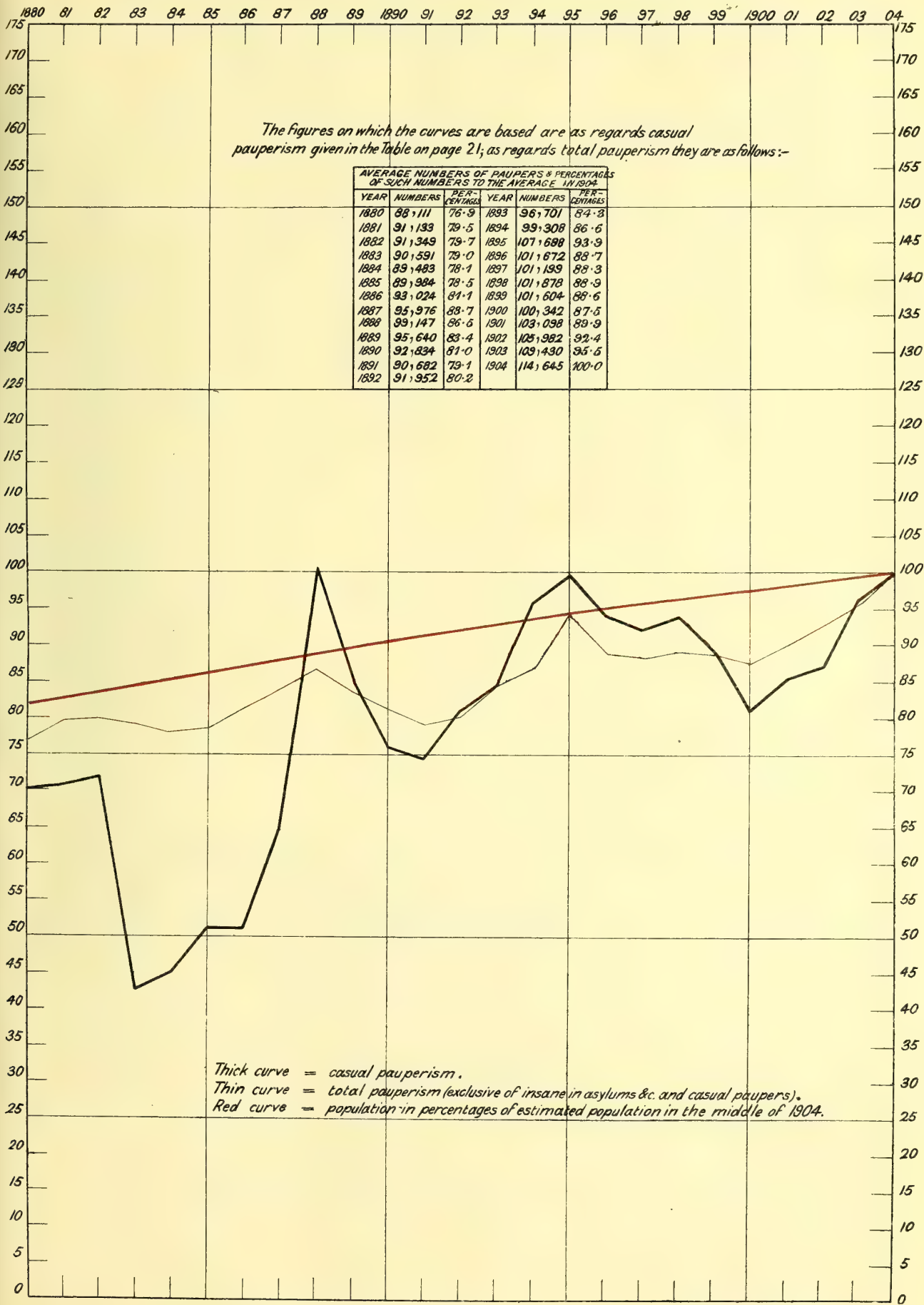




CHART N^o 3.

Casual pauperism and total pauperism (exclusive of insane in asylums &c. and casual paupers) in
ENGLAND & WALES during 1904 and 1905 (to end of November).
Number on 1st or 2nd Jan. 1904 = 100; numbers on later dates in percentages of numbers on 1st or 2nd Jan.

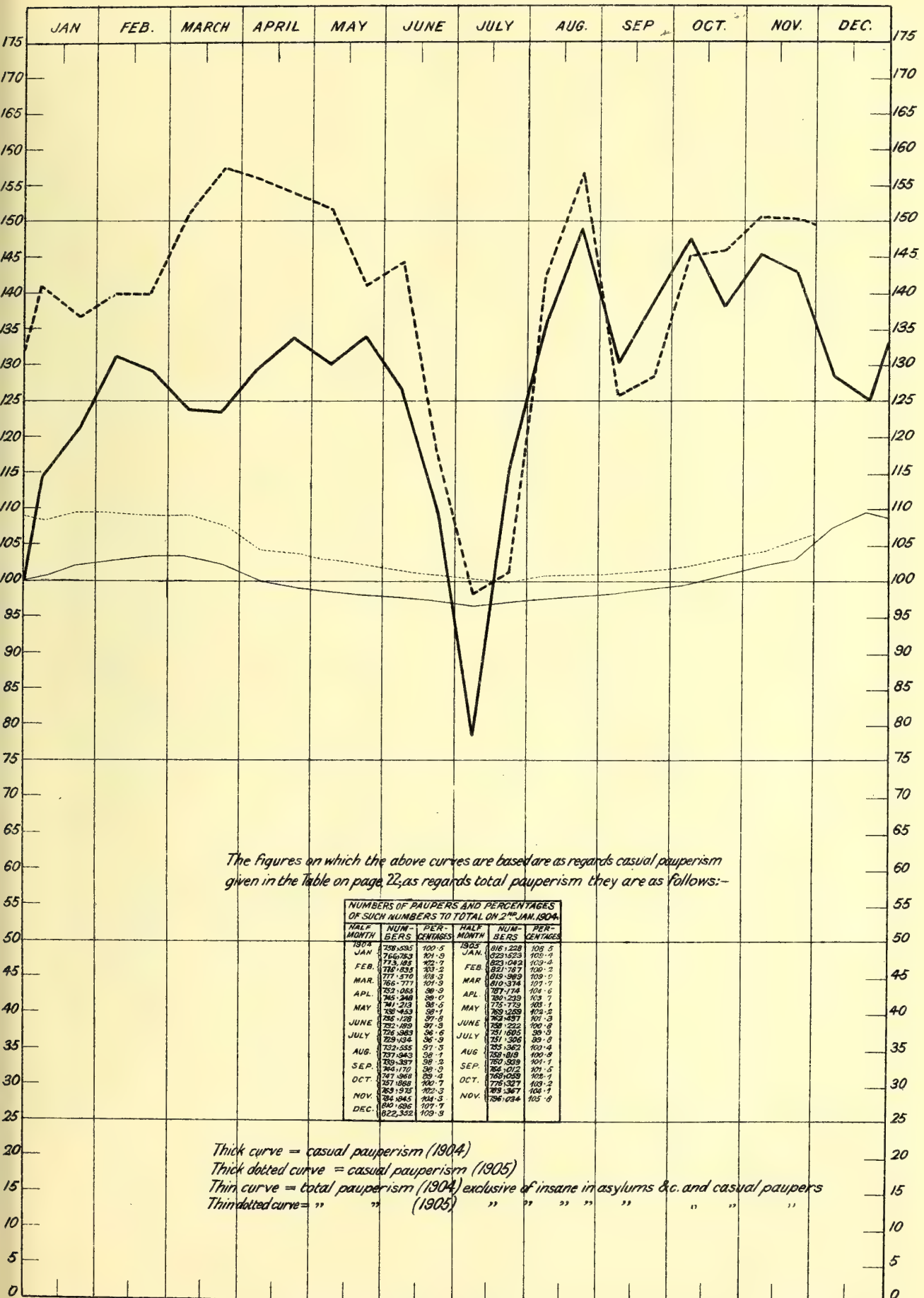
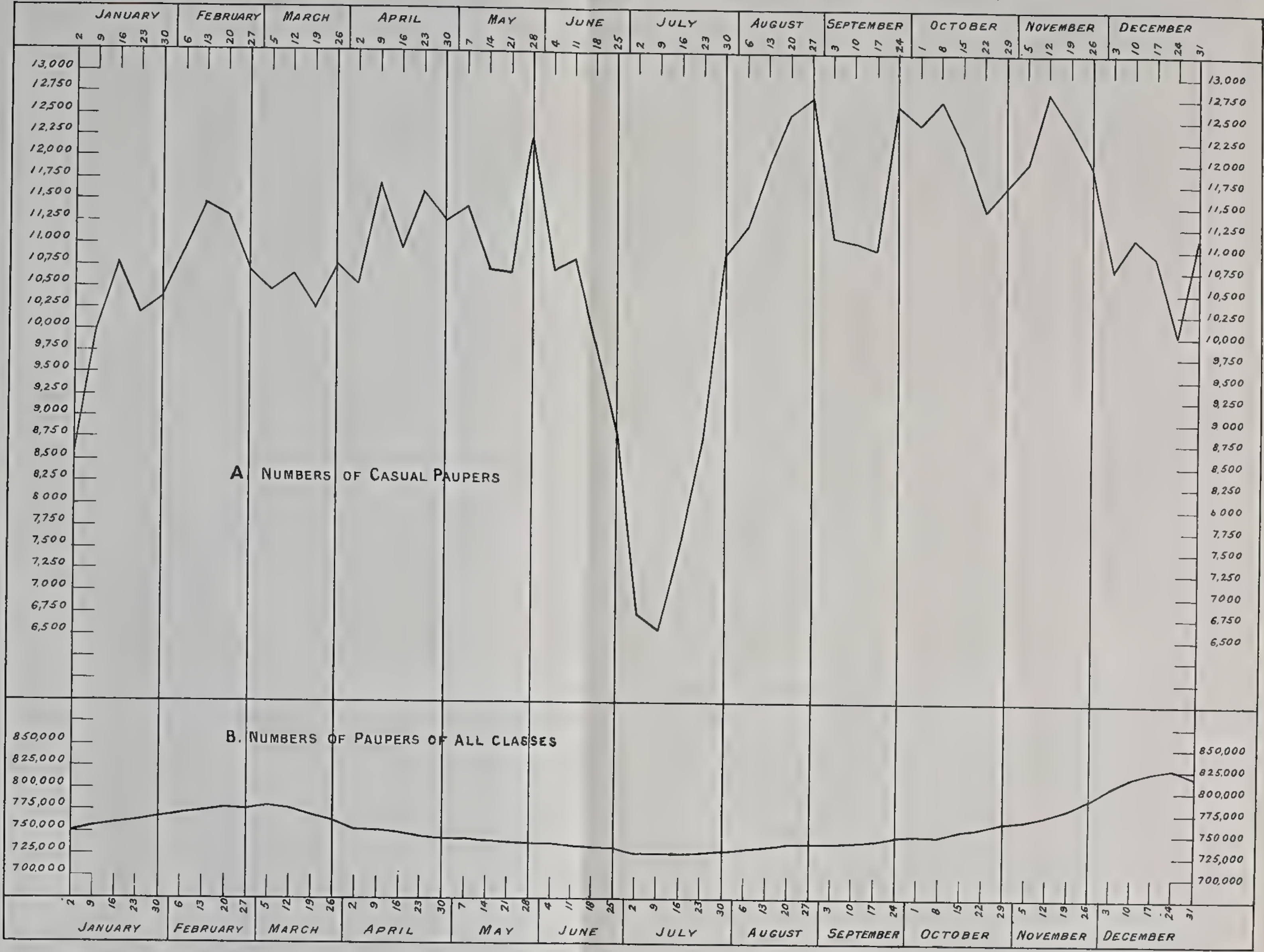




CHART N^o 5. CASUAL PAUPERISM AND TOTAL PAUPERISM DURING THE YEAR 1904.



NOTE The figures upon which both diagrams are based are taken from the Monthly Statements of Pauperism published by the Local Government Board. the numbers of paupers upon which the lower diagram is based are exclusive of Casual Paupers and insane in asylums.

APPENDIX VI.

Appendix
VI.*(Papers handed in by Mr. Preston-Thomas.)*

1. HALF-YEARLY RETURNS OF CASUAL PAUPERS*, 1858-1905.

Year.	Number of Casual Paupers on 1st January.	General pauperism per thousand of estimated population on 1st January.	Number of Casual Paupers on 1st July.	General pauperism per thousand of estimated population on 1st July.
1858	2,416	49	2,069	42
1859	2,153	44	2,267	41
1860	1,542	42	1,737	41
1861	1,941	45	2,705	42
1862	2,830	47	3,606	45
1863	4,234	56	4,128	48
1864	3,138	49	3,369	44
1865	3,339	47	3,811	42
1866	4,469	44	4,075	41
1867	5,027	45	5,248	43
1868	6,129	48	7,946	44
1869	7,020	48	6,692	44
1870	5,430	49	6,630	44
1871	3,755	48	4,293	43
1872	3,378	43	2,372	38
1873	3,027	39	2,485	35
1874	3,089	36	3,299	33
1875	2,235	34	3,202	31
1876	3,294	31	3,367	29
1877	4,173	30	3,323	29
1878	5,108	30	3,632	29
1879	4,654	32	7,665	30
1880	5,914	33	7,742	30
1881	6,215	31	6,461	30
1882	5,767	31	5,028	29
1883	4,552	31	3,294	28
1884	4,899	29	4,100	28
1885	4,866	29	4,648	27
1886	5,540	30	4,640	28
1887	5,026	30	4,686	28
1888	5,844	30	5,949	27
1889	7,058	29	4,157	27
1890	5,701	28	5,089	26
1891	4,960	27	5,452	25
1892	6,319	26	5,853	25
1893	5,947	27	7,556	25
1894	8,304	28	5,865	25
1895	8,810	27	*7,000	26
1896	7,859	28	6,668	26
1897	6,922	27	5,192	25
1898	7,886	27	5,338	27
1899	7,499	26	5,361	24
1900	5,579	25	4,170	24
1901	6,795	25	5,455	24
1902	7,840	25	6,609	24
1903	8,266	26	5,121	24
1904	8,519	26	6,748	25
1905	9,768	28	8,556	25

* Estimated by taking proportion for January, 1895.

NOTE.—The figures for the years before 1891, owing to some vagrants having been reckoned at one union where they breakfasted and at another where they supped on the same day, are somewhat in excess (probably about 10 or 12 per cent.) of the numbers actually relieved on the night of the 1st January and the 1st July. The figures from 1891, inclusive, represent the actual counts on the nights specified, except in the case of the 1st July, 1895, the figures for which are an estimate.

2. NUMBERS OF VAGRANTS RELIEVED ON THE NIGHTS OF 1ST JANUARY

Appendix
VI.

DIVISIONS AND UNION-COUNTIES.	Population (Census 1901).	No. of Unions	1897.		1898.		1899.		1900.	
			1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st July.
1. LONDON :										
London - -	4,536,429	31	793	684	997	753	1,033	730	792	593
2. SOUTH-EASTERN :										
Surrey - - -	718,661	11	278	123	257	83	254	103	198	95
Kent - - -	935,144	26	452	269	438	346	381	411	348	268
Sussex - - -	605,785	21	196	133	170	89	152	119	140	113
Southampton -	768,608	26	146	64	141	94	141	101	112	82
Berks - - -	283,531	12	121	64	147	70	95	60	54	34
3. SOUTH MIDLAND :										
Middlesex - - -	810,306	7	97	104	141	60	99	55	107	56
Hertford - - -	239,760	12	120	55	131	55	149	54	69	40
Buckingham - -	173,061	7	77	42	106	36	123	65	66	4
Oxford - - -	186,698	9	117	71	126	55	82	53	91	58
Northampton - -	348,947	12	54	37	104	50	70	36	48	42
Huntingdon - -	46,750	3	17	11	24	10	7	7	9	8
Bedford - - -	174,972	5	57	16	84	16	56	31	25	19
Cambridge - -	200,680	9	66	37	54	46	33	24	18	33
4. EASTERN :										
Essex - - -	1,062,645	16	128	117	185	73	139	106	85	52
Suffolk - - -	361,900	17	106	37	67	48	82	46	54	39
Norfolk - - -	467,754	21	150	52	114	78	86	40	32	22
5. SOUTH WESTERN :										
Wilts - - -	263,944	17	129	36	144	69	166	75	97	32
Dorset - - -	199,968	12	41	35	46	31	59	28	36	18
Devon - - -	664,697	20	105	44	131	75	147	53	75	32
Cornwall - - -	318,591	13	2	3	18	3	10	1	10	5
Somerset - - -	466,193	17	160	60	158	92	103	63	79	42
6. WEST MIDLAND :										
Gloucester - - -	648,627	17	136	35	164	81	145	70	115	41
Hereford - - -	112,549	8	41	15	59	28	62	32	19	46
Salop - - -	259,088	15	122	90	159	106	135	61	99	59
Stafford - - -	1,251,910	17	329	197	418	241	417	285	307	166
Worcester - - -	500,819	11	130	71	149	105	146	153	105	109
Warwick - - -	906,601	14	264	143	231	177	297	171	217	132
7. NORTH MIDLAND :										
Leicester - - -	440,932	11	173	102	193	100	127	118	72	70

AND 1ST JULY, FROM 1897 TO 1904, IN EACH UNION-COUNTY.

Appendix
VI.
—

1901.		1902.		1903.		1904.		Average of 8 half-years (County)		Average Number of Vagrants per Union.	
1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st July.	1st January.	1st July.	1st January.	1st July.
923	707	1,007	706	937	648	999	757	935	697	30	22
300	115	211	190	282	84	301	158	260	119	24	11
403	320	492	333	446	264	446	354	426	321	16	12
152	138	154	92	179	82	169	129	164	112	8	5
186	94	260	97	223	79	231	122	180	92	7	4
100	56	147	74	157	49	177	116	125	65	10	5
100	84	111	89	116	83	124	115	112	81	16	12
83	59	73	76	66	53	51	47	93	55	8	5
75	37	124	52	94	34	66	31	91	43	13	6
93	76	115	67	115	51	90	71	104	63	12	7
73	36	74	51	92	32	73	79	73	45	6	4
9	7	17	6	27	3	9	4	15		5	2
31	21	21	37	37	17	35	30	43	23	9	5
50	20	56	30	64	23	44	29	48	30	5	3
110	74	108	101	124	68	95	108	122	87	8	
54	39	43	42	100	36	53	34	70	40	4	2
38	60	45	40	68	29	63	29	74	44	4	2
173	61	178	53	124	53	113	73	140	56	8	3
44	25	72	21	70	29	75	34	55	28	5	2
82	51	84	55	149	35	67	51	105	49	5	2
4	8	12	2	9	7	27	13	11	5	1	
105	57	84	49	144	36	124	69	120	58	7	3
136	110	173	91	156	97	259	141	160	83	9	5
57	59	72	32	73	29	69	29	56	34	7	4
120	108	183	152	153	180	146	171	140	116	9	8
325	187	361	256	414	197	403	303	372	229	22	13
155	142	140	195	120	99	193	163	142	130	13	12
262	189	293	219	302	157	298	202	271	174	19	12
155	131	109	99	166	68	219	136	152	1	14	9

NUMBERS OF VAGRANTS RELIEVED ON THE NIGHTS OF 1ST JANUARY

Appendix
VI.

DIVISIONS AND UNION-COUNTIES.	Population (Census 1901).	No. of Unions.	1897.		1898.		1899.		1900.	
			1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st July.
7. NORTH MIDLAND :— <i>contd.</i>										
Rutland - - -	20,743	2	24	9	14	18	22	8	9	7
Lincoln - - -	492,994	15	81	30	58	32	70	34	42	22
Nottingham - -	596,705	8	106	90	149	94	116	77	88	68
Derby - - -	491,032	9	152	176	197	136	176	142	188	133
8. NORTH WESTERN :										
Chester - - -	774,638	11	139	143	146	146	225	144	144	146
Lancaster - -	4,437,518	30	603	745	792	652	815	684	691	592
9. YORK :										
West Riding - -	2,766,471	35	360	407	424	367	356	373	301	225
East Riding - -	453,936	10	77	78	90	67	74	55	40	37
North Riding - -	375,918	17	146	94	108	106	136	111	76	88
10. NORTHERN :										
Durham - - -	1,194,590	15	156	251	166	202	190	165	140	174
Northumberland -	603,119	12	96	105	109	121	89	114	91	88
Cumberland - -	266,933	9	51	73	61	69	47	55	34	32
Westmorland - -	64,409	3	65	67	94	72	81	57	70	82
11. WELSH :										
Monmouth - - -	316,864	6	65	38	72	20	42	48	23	21
South Wales - -	1,229,143	27	132	83	149	85	188	82	99	49
North Wales - -	487,280	20	62	56	101	81	76	61	64	53
TOTAL OF ENGLAND AND WALES - - - -	32,527,843	646	6,922	5,192	7,886	5,338	7,499	5,361	5,579	4,170

AND 1ST JULY, FROM 1897 TO 1904, IN EACH UNION-COUNTY—*continued.*Appendix
VI.

1901.		1902.		1903.		1904.		Average of 8 half-years (County).		Average Number of Vagrants per Union.	
1st Jan.	1st July.	1st Jan.	1st July.	1st Jan.	1st uly.	1st Jan.	1st July.	1st January.	1st July.	1st January.	1st July.
12	6	10	—	8	10	13	3	14	8	7	4
60	46	80	50	137	56	108	54	79	40	5	3
111	78	88	102	109	75	128	86	112	84	14	11
151	179	219	162	198	102	155	141	180	146	20	16
227	174	271	357	267	259	266	329	211	212	19	17
636	838	995	1,115	1,122	852	1,164	945	852	803	28	29
407	338	431	444	432	328	441	461	394	368	11	11
78	56	42	73	49	49	51	58	63	59	6	6
78	81	62	119	83	79	84	110	97	99	6	6
177	205	212	298	149	174	197	215	173	211	12	14
97	97	115	109	143	123	123	173	108	116	9	10
37	54	76	95	74	73	85	119	58	71	6	8
67	68	97	70	103	88	100	90	85	74	28	25
45	23	74	39	69	26	102	34	61	31	10	5
146	115	193	139	201	100	354	192	183	106	7	4
68	26	56	130	115	105	129	140	84	82	4	4
6,795	5,455	7,840	6,609	8,266	5,121	8,519	6,748	7,413	5,499	11	9

APPENDIX VII.

LETTER FROM THE PRISON COMMISSIONERS RESPECTING VAGRANTS IN PRISONS.

Appendix
VII.

Prison Commission,
Home Office,
Whitehall, S.W.
22nd March, 1905.

SIR,—With reference to your letter of the 2nd ultimo, requesting to be furnished with the number of convicted prisoners in prisons in England and Wales on a given day, together with certain particulars relating to such of them as were convicted under the Vagrancy Act, I am desired by the Prison Commissioners to transmit to you the accompanying statement containing the particulars asked for, in respect of prisoners confined in local prisons on the 28th February last.

With regard to your further inquiries, I am to state that—

(1) In the newest prisons, the following dimensions have, for many years, been considered the regulation size of prison cells, viz. :—13 feet × 7 feet × 9 feet high.

(2) The following are the forms of 1st stage hard labour on which prisoners of the vagrant class are employed, and the maximum, medium, and minimum task which is exacted in regard to each kind of employment, viz. :—

Task per week.

		Minimum.	Medium.	Maximum.
Coal sack making - - - - -	No.	5	6½	7½
Coal bag making - - - - -	„	10	12½	15
Oakum picking (without mechanical appliances) -	lbs.	12	15	18
Stone breaking (regard being had to the nature of the stone) - - - - -	cwts.	30 to 60	37½ to 75	45 to 90
Wood chopping (having regard to the nature of the wood) - - - - -	„	5 to 8	6½ to 10	7½ to 12

Such other forms of industrial work as shall from time to time be ordered. At present these consist of mat-making, with 5 lb. beater, and heavy ship fender making.

I am, Sir, Your obedient servant,
(Signed) E. G. CLAYTON, *Secretary.*

F. L. Turner, Esq.,
Secretary to the Departmental Committee on Vagrancy.
49 and 50, Parliament Street, S.W.

[Enclosure to above Letter.]

RETURN SHOWING THE NUMBER OF CONVICTED PRISONERS IN ENGLISH AND WELSH PRISONS, ON THE 28th FEBRUARY, 1905, AND OF THOSE CONVICTED UNDER THE VAGRANCY ACT, ETC.

		M.	F.
(1). Total Number of convicted prisoners on 28th February, 1905 - - - - -		12,369	2,598
(2). Total Number on 28th February who were convicted under the Vagrancy Act of—	Sleeping Out - - - - -	213	22
	Begging - - - - - (Persons convicted as Rogues and Vagabonds, or Incurrible Rogues, for either of these offences are included.)	783	52
(3). Total Number of casual paupers on February 28th convicted of—	Refusal to perform task of work - - -	241	4
	Tearing up their own clothes - - -	50	—
	Other misbehaviour - - - - -	46	6
	Not more than 3 days - - - - -	—	—
(4). Terms of sentences of those convicted under (2) and (3).	4 days and not more than 7 days - -	246	10
	8 „ „ „ 14 „ - - -	431	25
	15 „ „ „ 1 month - - -	357	26
	Over 1 month and not more than 3 months	198	19
	Over 3 months - - - - -	101	4
(5). In Governor's opinion, what number of prisoners under (1), on 28th February, were persons with no fixed place of abode and no regular means of subsistence? - - - - -		3,736	372
(6). How many prisoners convicted of offences under (2) and (3) were received into prison during the fortnight ended 28th February; and how many of them received, on admission, the dinner prescribed by Rule 4 (Dietaries)? - -		1,285	58
		337	19

WAY TICKET AND MID-DAY MEAL SYSTEMS.

(*Papers handed in by Lieut.-Colonel J. Curtis-Hayward and Admiral Christian.*)

1. FORM OF WAY-TICKET.

Counterfoil.

Front of Ticket.

COUNTY OF GLOUCESTER.

PASS No.

Name

Occupation

Age

Height

Hair

Eyes

Complexion

Other distinguishing marks

PASS No. _____ CHELTENHAM UNION _____ day of _____ 190__

Name _____ Occupation _____

Age _____ Height _____ Hair _____ Eyes _____ Complexion _____

Other distinguishing marks _____

Came from _____ Final Destination _____

Unions on Road.	Arrival.		Departure.		Signature of Master.
	Date.	Hour.	Date.	Hour.	

Date.	Bread Station for the Day.	Bread given.	Hour.	Signature of Constable.

Date of Arrival

Date of Departure

Going from

Final Destination

[illegible]

2. NOTICE AGAINST BEGGARS.

TO THE INHABITANTS OF THE COUNTY OF GLOUCESTER.

A SYSTEM FOR THE RELIEF OF ALL DESTITUTE WAYFARERS is in force throughout the County of Gloucester.

The Wayfarer receives a ticket from the Assistant Relieving Officer of the Union where he passes the night, and this ticket ensures him a ration of food at a certain place on the road he will travel the next day.

Food, as well as lodging, is also provided for Vagrants, both night and morning, at every Union in the County.

The amount of work given at the Unions to destitute persons whose tickets shew them to be travelling in search of work is very small. A larger task is given to those who bring unsatisfactory tickets, or having torn up their tickets, show that they are idle vagabonds.

The public are therefore earnestly requested not to give either food or money to Beggars, as by so doing they encourage Idle Vagabond habits, and thus cause an increase of Crime as well as of the burdens on the Rates.

All destitute persons passing through the County are provided for by night at the Workhouse, and by day

are supplied with food, administered under the direction of the Police, at the Relief Stations as under :—

ALMONDSBURY.	MINCHINHAMPTON.
BECKFORD.	MORETON-IN-MARSH.
BIBURY.	MITCHELDEAN.
BIRDLIPI.	NAILSWORTH.
BOURTON-ON-WATER.	NEWENT.
CHELTENHAM.	NEWPORT.
CHIPPING CAMPDEN.	NORTHLEACH.
CHIPPING SODBURY.	OLDLANDS COMMON.
CINDERFORD.	SAPPERTON.
CIRENCESTER.	STANTON.
COLEFORD.	ST. BRIAVELS.
COOMBE HILL.	STOW-ON-THE-WOLD.
DURSLEY.	STROUD.
FAIRFORD.	TETBURY.
FALFIELD.	TEWKESBURY.
GLOUCESTER.	THORNBURY.
GUITING POWER.	WESTBURY-ON-SEVERN.
HAWKESBURY UPTON.	WHITMINSTER.
LYDNEY.	WINCHCOMB.
MANGOTSFIELD.	WINDRUSH.
MARSHFIELD.	WOTTON-UNDER-EDGE.

Tramps or Beggars should be referred to the nearest Constable.

HENRY CHRISTIAN
(Vice-Admiral) C. C. Gloucestershire.

3. CHIEF CONSTABLE'S RETURN OF VAGRANTS.

No. 1.—Numbers and Particulars of Persons who slept in Casual Wards at the following Unions on Tuesday, April 5th, 1904.

Name of Union.	Number Sleeping in Casual Wards.	Males.	Females.	Under 16 years of age.	16 years of age and above.	Number of Strangers.	Number of known Residents.	Remarks as to the truth of their statement.	
								True.	Tramping Class.
CHELTENHAM - - -	11	10	1	—	11	11	—	4	7
TEWKESBURY - - -	10	6	4	1	9	10	—	9	1
WINCHCOMBE - - -	34	30	4	—	34	34	—	34	—
GLOUCESTER - - -	44	38	6	2	42	44	—	44	—
NEWENT - - -	7	7	—	—	7	7	—	4	3
WHITMINSTER - - -	4	4	—	—	4	4	—	2	2
BARTON REGIS - - -	7	7	—	—	7	7	—	6	1
WESTBURY-ON-SEVERN - -	19	16	3	—	19	18	1	2	17
STROUD - - -	14	10	4	1	13	14	—	13	1
DURSLEY - - -	7	5	2	—	7	7	—	4	3
TETBURY - - -	6	6	—	—	6	6	—	4	2
SODBURY - - -	1	1	—	—	1	1	—	—	1
THORNBURY - - -	39	34	5	4	35	39	—	—	39
CIRENCESTER - - -	15	13	2	2	13	15	—	10	5
NORTHLEACH - - -	7	7	—	—	7	7	—	4	3
STOW - - -	1	1	—	—	1	1	—	1	—
TOTALS in 1904 - - -	226	195	31	10	216	225	1	141	85
Do. 1903 - - -	169	159	10	4	165	168	1	71	98
Do. 1902 - - -	117	109	8	1	116	117	—	60	57
Do. 1901 - - -	122	105	17	4	118	122	—	74	48
Do. 1900 - - -	98	78	20	7	91	96	2	45	53
Do. 1899 - - -	87	69	18	10	77	87	—	18	69
Do. 1898 - - -	118	99	19	10	108	116	2	30	88
Do. 1897 - - -	115	86	29	7	108	106	9	32	83
Do. 1896 - - -	92	85	7	1	91	87	5	47	45
Do. 1895 - - -	155	133	22	8	147	145	10	82	73
Do. 1894 - - -	171	150	21	21	150	169	2	123	48
Do. 1893 - - -	86	80	6	2	84	84	2	53	33
Do. 1892 - - -	95	79	16	7	88	89	6	54	41
Do. 1891 - - -	81	65	16	3	78	76	5	44	37
Do. 1890 - - -	74	59	15	6	68	70	4	39	35
Do. 1889 - - -	103	92	11	6	97	102	1	70	33
Do. 1888 - - -	81	67	14	10	71	80	1	37	44
Do. 1887 - - -	98	78	20	15	83	95	3	56	42
Do. 1886 - - -	111	87	24	20	91	106	5	58	53
Do. 1885 - - -	92	76	16	11	81	92	—	62	30

No. 2.—Analysis of Trades of Persons who slept in Casual Wards on Tuesday, April 5th, 1904.

Appendix
VIII.

Trade.	No.	Trade.	No.	Trade.	No.
		Brought forward	25	Brought forward	214
Buckle Maker - - - -	1	Labourers - - - -	157	Sweep - - - -	1
Boot Makers - - - -	2	Laundresses - - - -	5	Seamen - - - -	4
Bakers - - - -	2	Married Women - - - -	17	Stoker - - - -	1
Bricklayer - - - -	1	Moulders - - - -	2	Ship's Cook - - - -	1
Children - - - -	11	Mason - - - -	1	Sawyer - - - -	1
Charwomen - - - -	3	Navy - - - -	1	Slater - - - -	1
Clerks - - - -	2	Pedlar - - - -	1	Tailor - - - -	1
Gardener - - - -	1	Plasterer - - - -	1	Weaver - - - -	1
Groom - - - -	1	Painters - - - -	3	Wood Turner - - - -	1
Iron Worker - - - -	1	Printer - - - -	1		
Carried forward - -	25	Carried forward - -	214	TOTAL - -	226

No. 3.—Numbers and Particulars of Persons who slept in the Common Lodging Houses at the following places on Tuesday, April 5th, 1904.

Name of Place.	Number Sleeping in Common Lodging Houses.	Males.	Females.	Under 16 years of age.	16 years of age and above.	Number of Strangers.	Number of known Residents.	Remarks as to the truth of their statement.	
								True.	Tramp-ing Class.
CHELTEMHAM - - -	127	113	14	2	125	45	82	84	43
TEWKESBURY - - -	8	6	2	—	8	8	—	6	2
WINCHCOMBE - - -	3	3	—	—	3	3	—	3	—
GLOUCESTER - - -	131	110	21	3	128	76	55	129	2
NEWENT - - - -	6	4	2	—	6	2	4	4	2
WHITMINSTER - - -	—	—	—	—	—	—	—	—	—
CORSE - - - -	—	—	—	—	—	—	—	—	—
AWRE - - - -	—	—	—	—	—	—	—	—	—
COLEFORD - - - -	12	11	1	—	12	7	5	6	6
BLAKENEY - - - -	—	—	—	—	—	—	—	—	—
CINDERFORD - - -	9	5	4	—	9	4	5	9	—
LITTLEDEAN - - -	4	3	1	—	4	4	—	3	1
LYDNEY - - - -	—	—	—	—	—	—	—	—	—
MITCHELDEAN - - -	—	—	—	—	—	—	—	—	—
STROUD - - - -	54	40	14	3	51	41	13	47	7
WOTTON-UNDER-EDGE -	19	13	6	5	14	16	3	17	2
TETBURY - - - -	9	7	2	—	9	7	2	9	—
SODBURY - - - -	15	11	4	3	12	6	9	9	6
THORNBURY - - - -	36	34	2	3	33	26	10	10	26
CIRENCESTER - - -	29	22	7	—	29	20	9	25	4
LECHLADE - - - -	3	2	1	—	3	3	—	—	3
CAMPDEN - - - -	—	—	—	—	—	—	—	—	—
NORTHLEACH - - -	—	—	—	—	—	—	—	—	—
TOTALS in 1904 - -	465	384	81	19	446	268	137	361	104
Do. 1903 - - -	475	392	83	24	451	313	162	358	117
Do. 1902 - - -	450	365	85	29	421	302	148	283	167
Do. 1901 - - -	526	427	99	31	495	333	193	414	112
Do. 1900 - - -	464	375	89	39	425	305	159	351	113
Do. 1899 - - -	467	368	99	32	435	332	135	332	135
Do. 1898 - - -	479	382	97	41	438	329	150	372	107
Do. 1897 - - -	548	420	128	44	504	380	168	357	191
Do. 1896 - - -	439	344	95	29	410	235	204	334	105
Do. 1895 - - -	485	386	99	39	446	310	175	356	129
Do. 1894 - - -	447	339	108	43	404	329	118	358	89
Do. 1893 - - -	508	384	124	34	474	332	176	400	103
Do. 1892 - - -	472	352	120	42	430	263	209	431	41
Do. 1891 - - -	456	355	101	42	414	307	149	350	106
Do. 1890 - - -	557	428	129	64	493	387	170	428	129
Do. 1889 - - -	512	395	117	57	455	365	147	437	75
Do. 1888 - - -	594	456	138	61	533	467	127	452	142

Appendix
VIII.No. 4.—*Analysis of the Trades of the Persons who slept in the Common Lodging Houses on Tuesday,
April 5th, 1904.*

Trade.	No.	Trade.	No.	Trade.	No.]
		Brought forward	70	Brought forward	408
Artist - - - - -	1	Fitters - - - - -	2	Needlewoman - - - - -	1
Broker - - - - -	1	Flower Sellers - - - - -	3	Organ Grinders - - - - -	2
Bricklayers - - - - -	3	Farriers - - - - -	2	Pedlars - - - - -	10
Billposter - - - - -	1	Flower Maker - - - - -	1	Printers - - - - -	2
Blacksmith - - - - -	1	Fireman - - - - -	1	Plasterer - - - - -	1
Boatman - - - - -	1	Grooms - - - - -	4	Painters - - - - -	8
Basket Maker - - - - -	1	Gardeners - - - - -	8	Potman - - - - -	1
Boots - - - - -	1	Glass and China Rivetter - - - - -	1	Plumbers - - - - -	2
Butcher - - - - -	1	Hawkers - - - - -	40	Rag Gatherers - - - - -	3
Charwomen - - - - -	16	Joiner - - - - -	1	Stoker - - - - -	1
Children - - - - -	20	Jeweller - - - - -	1	Shoemakers - - - - -	3
Clerk - - - - -	1	Labourers - - - - -	210	Shoeblack - - - - -	1
Coachbuilder - - - - -	1	Laundress - - - - -	1	Sawyer - - - - -	1
Colliers - - - - -	2	Locksmith - - - - -	1	Sail Maker - - - - -	1
Carpenters - - - - -	3	Musicians - - - - -	7	Stableman - - - - -	1
Coalseller - - - - -	1	Mat Maker - - - - -	1	Scissors Grinders - - - - -	3
Cutlers - - - - -	2	Married Women - - - - -	45	Seaman - - - - -	1
Cabinet Maker - - - - -	1	Maltster - - - - -	1	Stonemasons - - - - -	2
Dealer - - - - -	1	Miner - - - - -	1	Tailors - - - - -	8
Drovers - - - - -	9	Moulders - - - - -	4	Tinsmiths - - - - -	3
Engineer - - - - -	1	No occupation - - - - -	2	Upholsterers - - - - -	2
Engine Driver - - - - -	1	Nail Maker - - - - -	1		
Carried forward - - -	70	Carried forward - - -	408	TOTAL - - -	465

No. 5.—*Number of Persons relieved by the Police, acting as Assistant Relieving Officers, during the Quarter ended
31st March in each of the following years, and the Number of those who brought Way-Tickets with them.*

Date.	Number of Persons Relieved.	Number who brought way- tickets with them.	Number who did not bring way- tickets with them.
1904	12,813	3,461	9,352
1903	10,029	2,801	7,228
1902	9,713	2,471	7,242
1901	7,003	2,018	4,985
1900	6,055	1,893	4,162
1899	7,826	2,397	5,429
1898	9,982	2,375	7,607
1897	7,897	2,191	5,706
1896	8,976	2,634	6,292
1895	8,059	2,657	5,402
1894	9,477	2,854	6,623
1893	5,878	1,828	4,050
1892	4,929	1,910	3,019
1891	3,718	1,394	2,324
1890	4,911	1,937	2,974
1889	6,962	2,537	4,425

No. 6.—Return of Persons arrested for Begging in each of the following years.

Appendix
VIII.

Year.	Number Arrested.	Number Discharged.	Number Convicted.	How DISPOSED OF.				Average amount of money found on them.	Total amount of money found on them.
				Fined.	7 days and under.	Above 7 and not exceeding 14 days.	Above 14 days.		
								£ s. d.	£ s. d.
1903	300	49	251	1	143	91	16	8½	10 13 10½
1902	272	53	219	3	104	87	25	1 10	25 1 4½
1901	174	58	116	1	86	24	5	3¼	2 14 0½
1900	162	57	105	—	64	39	2	3¼	2 12 3¼
1899	178	50	128	5	79	42	2	5½	4 2 9½
1898	210	54	156	2	115	37	2	1 6½	16 5 9¾
1897	244	84	160	2	104	48	6	1 9½	21 18 3¼
1896	267	112	155	8	99	44	4	6	6 14 0
1895	267	118	149	1	108	37	3	4½	4 15 2½
1894	318	152	166	4	129	26	7	8½	10 19 5
1893	252	120	132	4	99	28	1	6¼	6 13 3½
1892	300	115	194	2	118	68	6	5	6 10 1
1891	247	114	133	—	84	43	6	4¾	5 0 3½
1890	231	83	148	1	87	53	7	4¼	4 15 1½
1889	273	110	163	1	86	73	3	3½	3 17 6½
1888	341	150	191	2	108	74	7	4¾	7 0 10½
1887	430	175	255	—	137	114	4	4½	8 0 6½

No. 7.—Return of Tramps convicted for Stealing and other Offences, other than Begging, in each of the following years.

Year.	Number Convicted.	How DISPOSED OF.						Total amount of money found on them.	Average amount of money found on them.
		Fined.	7 days and under.	Above 7 and not exceeding 14 days.	Above 14 days.	Whipping.	Committed for trial.		
								£ s. d.	£ s. d.
1903	493	99	100	132	150	—	12	14 18 5½	7½
1902	417	64	125	130	83	—	15	13 19 4	8
1901	316	70	89	119	31	—	7	9 2 3	7
1900	254	56	93	56	41	—	8	9 4 10	8¾
1899	220	56	71	59	24	—	10	6 14 6½	7½
1898	236	59	84	62	22	2	7	8 16 1¾	9
1897	209	57	63	54	25	—	10	10 19 6½	1 0½
1896	182	49	71	35	17	—	10	4 18 10½	6½
1895	194	37	74	43	32	—	8	4 5 1¾	5½
1894	194	59	51	53	18	—	13	13 3 9½	1 4½
1893	193	62	51	51	18	—	11	7 2 10½	9
1892	176	36	63	44	25	—	8	7 4 7	9¾
1891	221	46	68	46	20	—	11	7 9 0½	8
1890	187	46	78	36	22	—	5	6 15 10¾	8½
1889	206	41	57	68	32	—	8	17 1 5¾	1 7¾
1888	231	52	83	58	28	—	10	5 19 6¾	6
1887	274	48	91	82	40	—	13	8 14 4	7½

No. 8.—Return of the Number of Persons in Casual Wards and Common Lodging Houses in the County of Gloucester, on the 1st Tuesday in April, in each of the following years.

Year.	Total Number in Casual Wards.	Total Number in Common Lodging Houses.	Grand Total.	Year.	Total Number in Casual Wards.	Total Number in Common Lodging Houses.	Grand Total.
1904	226	465	691	1893	86	508	594
1903	169	475	644	1892	95	472	567
1902	117	450	567	1891	81	456	537
1901	122	526	643	1890	74	557	631
1900	98	464	562	1889	103	512	615
1899	87	467	554	1888	81	594	675
1898	118	479	597	1887	98	502	600
1897	115	548	663	1886	111	597	708
1896	92	439	531	1885	92	570	662
1895	155	485	640	1884	63	561	624
1894	171	447	618	1883	83	463	546

No. 9.—*Number of Vagrants supplied with Bread at the different Police Stations in the County.*

Year ending 31st March.	Number supplied with Bread	Cost.		
		£	s.	d.
1904	18,559	58	15	3 $\frac{3}{4}$
1903	13,691	44	12	4
1902	10,439	32	10	2
1901	8,327	25	17	2 $\frac{1}{2}$
1900	9,074	27	19	2 $\frac{1}{4}$
1899	12,993	43	0	5 $\frac{3}{4}$
1898	10,570	32	18	5 $\frac{1}{4}$
1897	9,499	29	1	10 $\frac{1}{2}$
1896	11,041	33	8	4 $\frac{3}{4}$
1895	13,381	39	2	1 $\frac{3}{4}$
1894	13,666	40	6	8 $\frac{1}{2}$
1893	9,268	29	0	5 $\frac{3}{4}$
1892	7,637	24	4	9 $\frac{1}{4}$
1891	7,565	23	6	10 $\frac{3}{4}$
1890	9,923	30	8	2

HENRY CHRISTIAN,

*Admiral, Chief Constable of Gloucestershire.*4.—REPORT OF THE GLOUCESTERSHIRE VAGRANCY COMMITTEE AS PRESENTED TO THE STANDING
JOINT COMMITTEE ON THE 3RD JANUARY, 1905.*(Paper handed in by the Right Hon. Sir John Dorington, Bart., M.P.)*

During the past quarter 22,792 vagrants have been admitted and 25,963 have been maintained, as compared with 17,258 admitted and 22,031 maintained in the corresponding quarter of 1903, an increase respectively of 5,534 and 3,932. The number supplied with a ration of bread has been 7,316, against 5,225 a year ago, at a cost of £23 4s. 3d., against £16 6s. 7d.

During the year 1904, 76,764 tramps have been admitted, against 58,019, in 1903, an increase of 18,745; while 23,802 have been supplied with bread, at a cost of £75 17s. 11d., compared with 17,346

ration of bread, costing £55 13s. 8d., in the previous year.

The returns for the year show that an increasing number of tramps produce good tickets at the union workhouses. The increase in the number of good tickets is 46 per cent., while the increase in the number of tramps admitted is 32 per cent. The total number of tramps who have received a bread ration during the year is 23,802, against 17,346, an increase of 37 per cent.

The Barton Regis Union no longer receive tramps, the Union being done away with.

F. W. B. CRIPPS.

(b) WILTSHIRE.
(Papers handed in by Mr. A. C. Mitchell and Captain Sterne.)

Appendix
VII.

1.—FORM OF WAY-TICKET.

<i>Counterfoil.</i>	<i>Front of Ticket.</i>				
PASS No.	COUNTY OF WILTS.				
Name	_____				
Occupation	PASS No.	Union,	day of	190	
Age	NAME	Occupation			
Height	Age	Height	Hair	Eyes	Complexion
Hair	Other distinguishing marks				
Eyes	Came from		Final Destination		
Complexion	Unions on Road.	Arrival. Date. Hour.	Departure. Date. Hour.	Signature of Master.	
Other distinguishing marks					
Date of Arrival	Received at	Police Station.	Bread.	Signature of Constable.	
Date of Departure					
Going from					
Final Destination					

	<i>Back of Ticket.</i>			
	<i>Relief Stations for Mid-day Meal.</i>			
	CASUAL WARD		ASHTON KEYNES.	MARLBOROUGH.
	ADMISSION TICKET.		BECKHAMPTON.	MELKSHAM.
			BOX.	PEWSEY.
			CHIPPENHAM.	SHERSTON MAGNA.
			CODFORD SAINT MARY.	SHREWTON.
			DEVIZES.	SWINDON.
			DINTON.	TROWBRIDGE.
			DOWNTON.	UPAVON.
		FOVANT.	WARMINSTER.	
		HINDON.	WEST LAVINGTON.	
		LUDGERSHALL.	WHITEPARISH.	
		LYNEHAM.	WILTON.	
		MALMESBURY.		
No. of Pass_____		ADMIT_____as described on the other side, who has been examined and registered by me.		
Unions.	Relieving Officers' Signatures.	Hour of Issue.	Date and Place.	
This Ticket must be retained, and be presented to and signed by the respective Relieving Officer of Vagrants for each Union at which shelter is required.				

2. NOTICE AGAINST BEGGARS.

TO THE INHABITANTS OF THE COUNTY OF WILTS.

There is now in force a system for the relief of destitute Wayfarers throughout the County of Wilts.

A Ticket received by the wayfarer from the Assistant Relieving Officer for the Union where he is passing the night ensures him at a certain place on the road he is afterwards travelling a Mid-day Meal of Bread, sufficient to carry him on to the Union where he intends sleeping that night.

The Public are therefore earnestly WARNED against giving to strange beggars, as by so doing they encourage Idle Vagabond habits which increases Crime, and also causes an increased expenditure from the rates.

The Beggars should be referred to the nearest Constable.

Male and Female destitute persons passing through the County are provided for by night at the Union Workhouse, and by day with Bread administered under the direction of the Police at certain relief stations as under :

AMESBURY.	MALMESBURY.
ASHTON KEYNES.	MARLBOROUGH.
BECKHAMPTON.	MELKSHAM.
BOX.	PEWSEY.
CALNE.	SHERSTON MAGNA.
CHIPPENHAM.	SHREWTON.
CODFORD SAINT MARY.	SWINDON.
DEVIZES.	TROWBRIDGE.
DINTON.	UPAVON.
DOWNTON.	WARMINSTER.
FOVANT.	WEST LAVINGTON.
HINDON.	WHITE PARISH.
LUDGERSHALL.	WILTON.
LYNEHAM.	

ROBT. STERNE, Capt., R.N.,
(Chief Constable for Wilts.)

Chief Constable's Office,
Devizes, April, 1882.

3. CIRCULAR TO PARISH COUNCILS AND PARISH MEETINGS.

To the Chairman of

The Parish Council of.....

Or Parish Meeting of.....

SIR,

In accordance with a resolution passed at the Wilts County Vagrancy Committee, I am desired to bring to the notice of your Council (or Parish Meeting) the system for the relief of destitute wayfarers, throughout the County of Wilts, which has existed for the past fourteen years ; a like system is in operation in the neighbouring County of Gloucester.

A ticket received by a tramp from the Assistant Relieving Officer of the Union where he passes the night ensures, at a certain place, on the road travelled the next day, a mid-day meal of bread, sufficient to carry him on to the Union where he intends passing that night.

The bread-relief is provided by a fund derived from voluntary subscriptions, and is administered by the police.

A list of the Relief Stations is hung up in all tramp wards of Workhouses.

Thus, male and female destitute persons passing through the county are provided with food and shelter by night at the Union Workhouse, and by day with a meal of bread administered as described above.

The County Vagrancy Committee are most anxious that the public should know this and should be warned, by every means, against giving to strange beggars, which encourages idle vagabond habits, and increases crime and pauperism.

Persons begging should be referred to the Police.

By making these matters known in your parish you will help the endeavours to mitigate and reduce the evils of

vagrancy, and the Committee for which I write will greatly appreciate your assistance.

I am, Sir,

Your obedient Servant,

A. C. MITCHELL,

Chairman. Wilts County Vagrancy Committee.

November 30th, 1896.

4. CIRCULAR TO BOARDS OF GUARDIANS.

TO THE CHAIRMAN OF THE

.....Board of Guardians.

SIR,

The Wilts County Vagrancy Committee begs to draw the attention of your Board to the following recommendations for the uniform carrying out, throughout the County, of the system for the treatment of Vagrancy, which originated in the Report of a Committee to the Easter Quarter Sessions of the County of Wilts in the year 1881.

- 1.—The Statute passed the following year, 45 and 46 Vict., c. 36 (Casual Poor Act, 1882), gives power to Boards of Guardians to detain the Casual Pauper until 9 a.m. on the second day following admission (i.e. the third day), nor can discharge be claimed until the prescribed labour-task is performed. Should the Casual Pauper be admitted on more than one occasion during one month the power of detention extends to 9 a.m. on the fourth day after admission. Sunday does not count in computing the number of days of detention, so that in all cases he may be detained over Sunday.
- 2.—The County Vagrancy Committee propose to Boards of Guardians that the above Act be put in force, and the full powers of detention exercised in all cases, except the following :—

When the Casual Pauper presents a "way-ticket" in order, showing him to be on the route to a final destination, to which he has declared himself to be travelling, and has done the full day's journey prescribed on the ticket. In this case he shall only be detained until he shall have performed a task of work sufficient to pay for one night's maintenance in the Casual Ward and no longer.

This rule is not to interfere with the practice of detaining over Sunday Vagrants coming in on Saturdays.

A Vagrant appearing a second time within a month should not be discharged until the morning of the fourth day, even supposing his "way-ticket" to be in order.

- 3.—The object the Committee has in view in recommending the above practice for general adoption throughout the County is to endeavour to draw a distinction between the Wayfarer shown by his "way-ticket" to be travelling direct to a final destination, and the Vagrant wandering aimlessly about the country. The former should be forwarded on his journey as quickly as possible, against the latter the deterrent powers of the Act should be strictly enforced.
- 4.—It is earnestly hoped that Boards of Guardians will impress upon their Officers the necessity of carefully questioning Vagrants as to their route and final destination, properly filling in the "way-tickets" and fixing the station for mid-day relief, in all cases according to the printed form, as without this assistance from the Union Officers the system for the regulation and suppression of vagrancy cannot be successfully and uniformly carried out.

I am, Sir,

Your obedient Servant,

A. C. MITCHELL,

Chairman of County Committee on Vagrancy.

16th July, 1903.

5.—NUMBER OF PROSECUTIONS UNDER THE VAGRANCY ACT FOR BEGGING AND SLEEPING OUT, IN THE COUNTY OF WILTS, FOR THE FIVE YEARS ENDED 31st DECEMBER, 1903.

Appendix
VIII.

Year	Numbers proceeded against.	Discharged.	Convicted.	Sentences.								Convicted and committed to Prison with hard labour to await further sentence at Quarter Sessions.	Remarks.
				Imprisonment.							Fined.		
				Total.	Over 6 months.	6 months and over 3.	3 months and over 2.	2 months and over 1.	1 month and over 14 days.	14 days and under.			
1899	97	22	75	69	—	—	—	—	2	67	5	1	47 begging, 50 sleeping out.
1900	116	30	86	82	—	—	—	—	4	78	3	1	60 begging, 56 sleeping out.
1901	110	27	83	80	—	—	—	—	2	78	2	1	52 begging, 58 sleeping out.
1902	120	30	90	81	—	—	1	—	6	74	9	—	56 begging, 64 sleeping out.
1903	133	43	90	89	—	—	—	—	5	84	1	—	72 begging, 61 sleeping out.

6.—RETURN OF THE NUMBER OF VAGRANTS RELIEVED IN THE COUNTY OF WILTS FOR THE YEARS 1893 TO 1905 INCLUSIVE.

Year.	Number of vagrants relieved by the police who act as assistant relieving officers.*	Number of nights' relief granted at all the Unions in the County.	Number of vagrants relieved with the mid-day meal.	Cost.	Number of vagrants in possession of good tickets when relieved.
1893 - -	26,896	32,786	12,164	£ 41 s. 8 d. 7	8,414
1894 - -	31,268	38,875	14,363	49 1 10	11,170
1895 - -	30,464	40,999	11,838	40 10 8	8,565
1896 - -	29,271	48,517	10,092	35 2 0	7,957
1897 - -	28,246	46,231	9,173	31 10 8	7,318
1898 - -	29,705	49,686	10,687	40 4 10	7,296
1899 - -	24,724	43,812	8,161	30 17 3	5,331
1900 - -	18,940	35,838	5,874	22 3 4	4,037
1901 - -	24,131	43,037	7,585	29 2 4	4,812
1902 - -	27,537	45,495	11,004	42 5 1	5,295
1903 - -	28,533	44,332	11,430	43 18 9	4,688
1904 - -	36,991	54,353	14,405	56 14 7	5,794
1905 - -	44,038	63,592	16,453	64 8 9	7,745

A member of the police force acts as assistant relieving officer to every Union in the County except Marlborough.

(c) MID-DAY MEAL SYSTEMS UNDER MENDICITY SOCIETIES.

1. DORSET MENDICITY SOCIETY.

ANNUAL REPORT OF THE SOCIETY FOR 1904.

To the Central Committee Dorset Mendicity Society.

CHIEF CONSTABLE'S OFFICE, DORCHESTER,

5th April, 1905.

MY LORDS AND GENTLEMEN.

I beg to lay before you the 35th Annual Report of the Dorset Mendicity Society.

There has again been a very heavy increase in the number of admissions to casual wards as compared with the preceding year, the numbers being in 1903, 19,301; 1904, 22,654, an increase of 17 per cent.

The increase in the number of admissions to casual wards has in five years amounted to no less than 12,338, as the following figures show, and I fear there is little prospect of any immediate improvement:—Admissions to casual wards in 1900, 10,316; 1901, 14,756; 1902, 18,112; 1903, 19,301; 1904, 22,654.

It is remarkable, however, that the vagrant offences have not increased to any considerable extent. I give below the number of offences under the Vagrant Act for the past five years :—In 1900, 68 ; 1901, 45 ; 1902, 48 ; 1903, 62 ; 1904, 59.

I think, therefore, in consideration of this fact, and the large number of tickets exchanged for bread, which amounted to 35,509, that there is no doubt that the Society has done a good work in ministering to the wants of this large army of tramps, thereby protecting the

public against outrages which such a class of men, if left to hunger, would be likely to commit.

As I pointed out in my last Report, the question of the enormous increase in the number of men travelling the roads ostensibly in search of work is a national one, and in my opinion requires legislation to effectively deal with it. Meanwhile the only course open to local bodies is to adopt some such scheme as the Dorset Mendicity Society to render the influx of such a large number of these vagrants into their districts as harmless as possible to peaceable residents.

From inquiries I have made the majority of these wayfarers are simply wandering aimlessly about, without any particular destination in view, which is the result, no doubt, of the depressed state of the labour market, and as a natural consequence these unskilled labourers are the first to suffer from its effect. In former years, when large increases of vagrancy have been experienced, the cause has often been found in the fact that some large public works were in course of construction, and numbers have flocked into the casual wards on their way to obtain employment, but this does not now appear to be the cause; the men are simply wandering about, not knowing where to go.

Although the resources of the Society have been heavily taxed, I am glad to say the public have not failed to answer to the call for increased support; the finances are, therefore, in a satisfactory condition.

The receipts and expenditure are as follow :—

RECEIPTS.		£	s.	d.	EXPENDITURE.		£	s.	d.
Balance in hand 31st December, 1903	-	65	4	11	Amount paid for Bread	- - -	147	19	1
Subscriptions and Sale of Tickets	-	301	19	6	Gratuities to Superintendents	- - -	11	0	0
					Clerk's Salary	- - -	5	0	0
					Collector's Commission	- - -	28	0	0
					Printing and Stationery	- - -	12	11	0
					Postage, Agreement Stamps, &c.	- - -	1	7	2
					Printing Notice Boards	- - -	1	1	0
					Miscellaneous Expenses	- - -	0	18	3
							207	16	6
					Balance in hand 31st December, 1904	-	159	7	11
							£367	4	5

I have the honour to be, my Lords and Gentlemen,

Your most obedient Servant,

D. GRANVILLE, CAPTAIN,

Honorary Secretary.

2. HEREFORDSHIRE MENDICITY SOCIETY.

ANNUAL REPORT OF THE SOCIETY FOR 1904.

Appendix
VIII.SHIRE HALL, HEREFORD,
January 21st, 1905.

GENTLEMEN,

I beg to lay before you the Twenty-ninth Annual Report of this Society. The receipts and expenditure have been as follows :—

RECEIPTS.	£	s.	d.	EXPENDITURE.	£	s.	d.
By Balance in hand, December 31st, 1903 -	43	13	10	Paid for Bread - - - - -	11	4	0
„ Subscriptions and Donations - -	13	12	6	Postages - - - - -	0	17	2
				Printing and Stationery - - - -	2	8	6
				Gratuity to Clerk for 1903 - - -	5	0	0
				Balance in hand - - - - -	37	16	8
	£57	6	4		£57	6	4

Comparative Return with reference to Wayfarers passing through the County during the last four years :—

Year.	Sleeping in Unions.	Sleeping in Lodging-Houses.	Number of Rations supplied.
1901	18,174	10,798	179
1902	26,246	11,162	2,145
1903	32,436	10,921	2,908
1904	37,055	10,716	2,688

During the year 731 tickets were issued by the police, and 932 by the masters of union workhouses throughout the county.

Of the 2,688 rations supplied, 111 were given for tickets issued by subscribers.

The number of those sleeping in the unions has considerably increased, and is greater than in any year since 1894, and of that number 12,280 were considered by the workhouse masters in the 8 unions of the county to have been persons *bona fide* in search of work.

In consequence of the expenditure of the Society being in excess of its income, an appeal for further funds was made to the public, and as a result 8 new subscribers have joined the Society.

I have the honour to be,

Gentlemen,

Your obedient Servant,

E. S. STANHOPE,

Honorary Secretary.

To the Central Committee,
Herefordshire Mendicity Society,
Hereford.

APPENDIX IX. COMMON LODGING HOUSES AND VAGRANCY IN LONDON.

(Memorandum handed in by Sir Shirley F. Murphy, Medical Officer of Health of the County of London)

Appendix IX.

The duty of administering the Common Lodging Houses Acts in the county of London was transferred from the Commissioner of Police of the Metropolis to the London County Council on the 1st November, 1894. The information available concerning such houses previously to that date is not large, and, so far as the administration by the police authorities is concerned, is contained in the Reports of the Commissioner of Police for the years 1872 to 1894. In the former year the duty of controlling the common lodging-houses in the extra-metropolitan district was transferred to the local sanitary authorities, thus leaving an area practically coterminous with the administrative county.

The reports of the Commissioner, however, contain little detail as to the working of the Common Lodging Houses Acts of 1851 and 1853, and merely record statistics as to the number of common lodging-houses placed on the register, the authorised accommodation in such houses, the number of summonses issued against the keepers for breaches of the regulations, and so forth.

With regard to the condition of common lodging-houses previously to the passing of the Acts of 1851 and 1853, there are again few sources of information available. Some facts, however, may be gathered from Henry Mayhew's *London Labour and the London Poor*, based on information obtained in the years antecedent to 1851, and the Constabulary Commissioners' Report, 1839.

In 1839, the Constabulary Commissioners gave the number of "mendicants' lodging houses" as 221, accommodating 2,431 persons. It may be that this number is under-estimated, as the experience of the Council for the last ten years proves that accommodation in common lodging-houses has varied very little, the tendency being to a slight decrease. Mayhew himself, from personal inquiry in 1851, estimated the number of persons living in such houses in London at about 10,000. The average charge was 3d. per night, but the better class houses, such as the Farm House, Harrow Street, Mint, charged 4d. The charge for a double bed was 6d. Mayhew found that both in workhouses and lodging-houses the majority of the inmates were between the ages of fifteen and twenty-five. This differs somewhat from the results obtained from a census of common lodging-houses taken

by the Council in November, 1903, when by far the majority of the lodgers were from twenty-five to fifty-five years of age.

In connection with the migration of vagrants, Mayhew notes that at the period of any social commotion they are drawn towards the scene of excitement in large numbers, and he instances the Chartist Riots of 1848. Again the experience of the Council with regard to the frequenters of common lodging-houses differs, for in June, 1897, at the time of the Jubilee celebrations, no special increase in the number of lodgers was noted. This may perhaps be accounted for, however, by the fact that June is a summer month, and no record was taken of the number of persons sleeping out.

With regard to the information contained in the reports of the Commissioner of Police previously referred to, there is only one point to which I need to call attention, and that is the great decrease in the number of registered houses from a maximum of 1,269 in the year 1878, to a minimum of 654 in 1894. This decrease taken in conjunction with the increase in the authorised accommodation for lodgers during the same period, shows that there was a tendency for small houses to be displaced by larger buildings. This increase of large houses has also been noticed since the Council has had the administration of the Common Lodging Houses Acts. The 451 houses at the end of 1904 accommodate over 3,000 more persons than the 1,269 houses of 1878. Lord Rowton's houses too, may be mentioned in this connection; the first house erected in 1893 accommodated only 475 persons. The newest one now in course of construction is estimated to accommodate 1,200 persons.

When in 1894 the London County Council took over the administration of the Common Lodging Houses Acts from the police, there were then 654 houses on the register accommodating 29,827 persons.

The following table (No. I) shows the number of common lodging-houses, and the authorised accommodation from 1st November, 1894, and on 31st December in each succeeding year. Table II. shows the accommodation provided for single men, single women, and married couples for the last three years.

TABLE I.

Year.	Number of houses.	Authorised accommodation.	Year.	Number of houses.	Authorised accommodation.
1894	654	29,827	1900	528	28,311
1895	626	29,574	1901	514	28,037½*
1896	596	29,140	1902	491	28,970½*
1897	581	28,718	1903	470	28,893
1898	560	28,332	1904	451	28,896
1899	544	28,448			

*½ = one child. In some instances a cubicle is apportioned for three persons, so that a child may sleep with its parents.

TABLE II.

Year.	Number of houses.	Men.	Women.	Married couples.	Total persons.
31st December, 1902	491	26,001½	1,823	573	28,970½
„ 1903	470	25,718	2,281	447	28,893
„ 1904	451	25,602	2,450	422	28,896

In 1902 the London County Council obtained powers under Part IX. of its General Powers Act of that year for the annual licensing of common lodging-houses. The Act, which came into force on the 1st January, 1903, also conferred somewhat larger powers upon the Council of making bye-laws. New bye-laws made by the Council under that Act have been since approved by the Local Government Board, and came into force on 1st October, 1903. These replace the regulations made under the Act of 1851. Before these additional powers were obtained under the new Act, the Council was unable to enforce the execution of certain structural alterations necessary to ensure the safety of the inmates in case of fire. Moreover, many common lodging-houses were, as judged by the standard applied to tenement houses, overcrowded, and again the separation of the sexes was incomplete. The abatement of such overcrowding and the more complete separation of the sexes have now been effected, and with regard to structural alterations to minimise the risk of fire, in many cases the works have been completed, and in the remainder they are well in hand.

In Table I., submitted above, the reduction in the authorised accommodation, as a result of the new powers

gained in 1902, is not apparent, inasmuch as the total reduction is almost exactly balanced by the addition of several large Salvation Army and other shelters accommodating together about 2,500 persons. The improvement in the separation of the sexes is shown more clearly in Table III. below. Up to the end of 1902 accommodation for single men and single women was often provided in houses which also received married couples, and in the case of three houses accommodating together 207 persons, single men and single women were received in each house. Of course the regulations as to provision of separate sleeping rooms for the three classes of lodgers—single men, single women, and married couples, were enforced within each building, but the Council considered it desirable to limit the use of a house, except in the case of houses where married couples are accommodated, to persons of one sex only. The Council's efforts in this direction have been very successful, and in only four instances, where the circumstances are exceptional, are single men and single women received in a house together, or in a house where married couples are accommodated.

TABLE III.

At end of year.	Houses accommodating together							
	Men, women and married couples.		Men and married couples.		Women and married couples.		Men and women.	
	No. of houses.	No. of beds.	No. of houses.	No. of beds.	No. of houses.	No. of beds.	No. of houses.	No. of beds.
1902	6	160	15	424	27	734	3	207
1904	—	—	2	83	1	9	1	49

In 1896 the Council caused an inquiry to be made into the shelters in London where lodgers were received without payment, or for nominal payment, or in return for work. As a result of this inquiry it was considered desirable that these places should be brought under control. To this end a summons was issued against General Booth of the Salvation Army. The summons was dismissed by the Stipendiary. The case (*Logsdon v. Booth*) was taken to the High Court, and decided in favour of the Council on the 23rd December, 1899. The Lord Chief Justice, however, in giving his decision expressed the hope "that those who are charged with the enforcement of the law will do all they can consistently with their duty and consistently with their effecting the objects of the law to avoid anything like harshness or unreasonableness in its enforcement."

The Council has made considerable effort to give effect to the recommendation of the Lord Chief Justice. In some instances this forbearance has caused some delay in the carrying out of the necessary requirements, and thus it is that, although the judgment was obtained at the end of 1899, these shelters were not included as common lodging-houses until 1903. The works required by the Council are in all cases now well in hand, if not completed.

A question the Council has had to consider in giving effect to the views of the Lord Chief Justice is the difference in the character of the bedding provided in shelters as distinct from common lodging-houses. In common

lodging-houses, the bedding consisted of an iron bedstead furnished in the usual way. In shelters the accommodation consisted, in some instances, of American cloth covered mattresses laid upon the floor; in others, a floor bunk was provided furnished with an American cloth mattress and a coverlet also of American cloth; and again in many instances, multiple bunks were provided consisting of a frame containing two or three bunks one above the other. The Council felt it necessary to require some improvement in the bedding provided in shelters, and in December, 1903, informed the respective keepers that the use of mattresses on the floor and multiple bunks must be discontinued within a year, and proper bedsteads be provided in place of floor bunks, within five years.

With regard to the prices for beds charged in 1899 there were, excluding shelters, 28,448 beds in registered common lodging-houses, and of these 13,075 beds were let at 4d. a night. In 1903, when most of the shelters had been included, there were 28,893 beds, of which 7,608 were let at 4d. or less per night. At the present time, among the 28,896 beds in shelters and common lodging-houses, there are 6,932 beds which are let at 4d. or less per night. The great reduction in the number of cheap beds in London since 1899 is the more remarkable having regard to the number of shelters recently added to the list.

The following table shows the prices charged and the number of beds at each price at the present time.

TABLE IV.

Beds for	Free beds.	For labour.	2d.	3d.	4d.	5d.	6d.	7d.	8d.	9d.	1/—.
Single men - -	921	585	*838	358	3,755	9,921	8,905	19	33	69	39
Single women - -	177	—	276	—	—	127	1,230	168	139	150	91
Married couples -	—	-	—	—	—	—	—	— {	4	16	383
									—	19	at 10d.

* The actual sum paid is 4d., but this includes two meals estimated to cost 2d. There are also 22 beds at 5d. per night, including food.

Appendix
IX.

In addition to the above are two free shelters, one for 140 men and 110 women, and another for twenty men, concerning which the Council is awaiting a decision of the Courts, and a fourpenny shelter for 125 men (this sum including food) which will be open in a few days.*

Several censuses have been taken at various times with the object of showing how far the authorised accommodation is made use of. The results of these censuses are shown in the following table.

TABLE V.

Date of census.	Authorised accommodation.				Number of persons occupying beds.				
	Men.	Women.	Married couples.	Total persons.	Men.	Women.	Married couples.	Children.	Total persons.
21st June, 1897 - - -	—	—	—	28,929	19,083	1,770	—	139	20,992
23rd June, 1897 - - -	—	—	—	28,929	18,735	1,693	—	105	20,533
Average for week ending 28th June, 1902 - - -	25,501½	1,862	539	28,441½	20,922	1,635	473	—	23,503
Average for week ending 26th October, 1902 - - -	25,751	1,843	556	28,706	22,031	1,844	463	—	24,801
14th November, 1903 - -	25,718	2,281	447	28,893	22,596	1,655	428	—	25,107
29th January, 1904 - -	25,718	2,281	447	28,893	21,058	1,517	390	87	23,442
17th February, 1905† - -	25,671	2,450	422	28,965	21,055	1,578	357	34	23,381

† These figures include 69 beds for men in houses in the City of London, of which 62 beds were occupied.

These figures show an average of between five and six thousand vacant beds each night in London common lodging-houses.

In November, 1903, an attempt was made to classify

the total common lodging-house population, including deputies, their wives and families, according to age and sex. This census gave a total of 25,662 men, women, and children, of which number over 500 persons belonged to the families of deputies. The results are shown below :—

TABLE VI.

CENSUS TAKEN 14TH NOVEMBER 1903.

Age period.	Under 10.	10.—	15.—	20.—	25.—	35.—	45.—	55.—	65.—	75 and upwards.	All ages.
Males - -	55	53	738	2,589	5,215	6,018	4,823	2,822	822	120	23,255
Females - -	76	39	89	261	515	605	455	258	94	15	2,407
Persons - -	131	92	827	2,850	5,730	6,623	5,278	3,080	916	135	25,662

Infectious Disease among the Inmates of Common Lodging Houses.

Since the Council has administered the Common Lodging Houses Acts, the only infectious disease which has manifested any prevalence among the inmates of these houses has been small-pox. It may be observed, however, that during this period London has been almost free from typhus, and there has been absence of opportunity for the common lodging-house population to be affected with that disease.

With respect to small-pox, London suffered from considerable prevalence of this disease in 1901 and 1902. The outbreak, however, did not have its beginning in the common lodging-house population, which indeed was not

invaded until a considerable number of cases had occurred in the general population. The outbreak began in the middle of the year 1901, in an area of St. Pancras and St. Marylebone, much in touch with foreigners by whom the disease was probably imported from Paris, and the common lodging-house population of Holborn, St. Pancras and Westminster was subsequently invaded in October and November, 1901. From that time the disease spread to other common lodging-houses in various districts of London.

The number of cases occurring in the total population of London and in the common lodging-houses in the several months of 1901 to 1904 are shown in the following table :—

* This shelter has been opened since this was written.

TABLE VII.

1901-4.

Appendix
IX.COMPARISON OF THE NUMBER OF CASES OF SMALL-POX NOTIFIED IN LONDON, AND THE NUMBER OF CASES
ATTRIBUTED TO COMMON LODGING-HOUSES.

			Number of cases.												
Year.			Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.	Totals.
London	-	1901	3	3	1	—	2	5	19	97	156	174	586	654	1,700
G.L.H.	-	"	—	—	—	—	—	—	—	1	2	18	43	71	135
London	-	1902	960	1,512	2,004	1,180	1,147	599	192	131	28	12	19	11	7,795
G.L.H.	-	"	120	144	149	96	96	40	2	2	—	—	—	—	649
London	-	1903	15	11	10	39	65	55	54	46	26	41	33	18	413
G.L.H.	-	"	2	1	—	9	1	3	—	—	—	14	2	1	33
London	-	1904	21	19	106	137	87	51	41	3	5	1	4	18	493
G.L.H.	-	"	—	2	27	10	4	—	2	—	—	—	—	—	45

The Council's administration aimed at the early detection of cases of small-pox in common lodging-houses with a view to their removal to hospital. For this purpose the inmates of all common lodging-houses invaded by small-pox were systematically examined, the houses being visited in the early morning when the lodgers were most likely to be within doors. In November, 1901, the Council rented all the beds in a women's lodging-house which had been invaded, and removed to it the inmates of some other common lodging-houses for women who had been exposed to small-pox infection, the Council thus paying for food and lodging. These people were therefore practically quarantined for some weeks. In all other instances effort was made to retain in the common lodging-houses which were invaded by small-pox the other inmates who had been exposed to infection of small-pox, the price of the bed, and in some instances a small allowance for food being allowed to those of the inmates who would otherwise be removing to another lodging-house. The inspection of these inmates was made in the first instance by the Council's inspectors, who called in whenever necessary medical men who were selected for this purpose by the Council in several sanitary districts.

In districts especially invaded the Council arranged for a medical inspection of all the inmates of some of the houses in the early morning so as to secure the early detection of the disease. Moreover, lodgers who had been especially exposed to infection were, so far as their sleeping arrangements were concerned, placed in particular rooms until the period of incubation of the disease had expired. No difficulty was experienced in making these examinations, but efforts to induce the inmates to be vaccinated were much less successful, although when the public vaccinator visited the common lodging-houses for this purpose the Council's officers exercised such persuasion as they could. In some districts better results were obtained by the local authorities offering as an inducement sums varying from 1s. to 2s. 6d. to the inmates so as to ensure that they should not be at a disadvantage if the vaccination temporarily incapacitated them from working. The best results were thus obtained by the Medical Officer of Health of Southwark, who himself vaccinated large numbers, paying them a small sum as stated above.

As a matter of fact small-pox did not show any great ability to spread in common lodging-houses, the total attacks only being in the proportion of about 2½ per cent. of the common lodging-house population.

¶ Inquiry made by the Council's officers in certain common lodging-houses appeared to point to the conclusion that at the beginning of the outbreak nearly three-quarters of the common lodging-house population had either been vaccinated and re-vaccinated or had previously suffered from small-pox, while about one-fourth had only been

vaccinated in infancy, leaving a very small proportion totally unprotected either by vaccination or previous attack of small-pox.

The Cost of Living of the Poorer Inmates of Common Lodging-Houses.

¶ From inquiries made among the poorer frequenters of common lodging-houses I am able to submit a fairly representative table showing the cost of living of such persons. The staple food appears to be bread, or bread and margarine, with occasionally fish or meat and potatoes. Fried fish is occasionally bought, but herrings, either boiled or fried, and bloaters are the favourite articles of food. The meat referred to in the table consists principally of trimmings or waste pieces, technically known as "block ornaments," and may be purchased at 2½d. or less a pound. The principal beverage is tea, and of this large quantities are drunk. Milk is very little used but sugar is an almost indispensable adjunct. It is estimated that a halfpennyworth of tea, and a halfpenny worth of sugar will make from 1½ to 2 pints of tea. After use the tea leaves are not wasted, but are handed over to the less prosperous lodgers, who make a second decoction by the addition of hot water. This operation is known as "bulling the teapot." The large consumption of tea in common lodging-houses is no doubt due to the prohibition of alcoholic liquors in the kitchens.

The cost of living, including bed, as shown in the table is about 1s. a day. Of course, if a lodger is fortunate enough to obtain some fairly lucrative employment, he may raise his standard of living, but, according to the statements made to me, more often spends the additional money in the purchase of beer. It is impossible to state, with any certainty the average earnings of the habitué of the common lodging-house, inasmuch as his employment is at all times precarious, and he may go for long periods without work at all. It might be estimated, however, that from 3s. to 15s. a week represents the usual earnings of the poorest class, which probably constitutes about 30 per cent. of the total common lodging-house population.

Women for the same daily expenditure appear to live somewhat better than men, due to the fact that women club together to a greater extent, and are thus able to spend their money to better advantage. Women, however, as a rule, have to pay 6d. for a bed, whereas men often pay 5d. or even 4d.

Table VIII., (a) (b) and (c) show the actual expenditure on food and lodging, in particular instances on particular days, of inmates of common lodging-houses as ascertained by the Council's inspectors, and are given here only with the object of showing the kind of food on which the inmates of common lodging-houses largely subsist.

TABLE VIII.

(a)—MEN.

Appendix
IX.

Occupation.	Age.	Breakfast.	Dinner.	Tea.	Supper.	Cost of food.	Cost of bed.	Total cost per day.	
Dock Labourer -	—	Tea and Sugar $\frac{1}{2}$ d. Milk - $\frac{1}{4}$ d. Bread - 1d. Margarine, $\frac{1}{4}$ d.	2 lbs. Potatoes, 1d. Bloaters - 1d. Bread - $\frac{1}{2}$ d.	Tea and Sugar, $\frac{1}{2}$ d. Milk - $\frac{1}{4}$ d. Bread $\frac{1}{2}$ d. Margarine $\frac{1}{4}$ d.	None.	-/6	-/4	-/10	
Dock Labourer -	—	Tea Bread & Butter } 2d.	Soup & Bread } 1 $\frac{1}{2}$ d.	Tea Bread & Butter } 2d.	None.	-/5 $\frac{1}{2}$	-/4	-9 $\frac{1}{2}$	
Dock Labourer -	43	Tea - $\frac{1}{2}$ d. Bread - 1d. Dripping $\frac{1}{2}$ d.	—	—	Meat, $\frac{3}{4}$ lb. 2d. Bread - 1d. Tea - $\frac{1}{2}$ d.	-/5 $\frac{1}{2}$	-/4	-/9 $\frac{1}{2}$	
Dock Labourer -	51	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Toasted Bread } 1d.	—	5 Fresh Herrings, 2d. Potatoes 1d. Tea - $\frac{1}{4}$ d. Sugar - $\frac{1}{2}$ d.	Fried Fish 1d. Potatoes 1d.	-/8	-/4	1/-	
Dock Labourer -	54	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d. Butter - $\frac{1}{2}$ d.	—	Bread - 1d. Meat, $\frac{1}{2}$ lb. 2d.	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d.	-/6 $\frac{1}{2}$	-/4	-/10 $\frac{1}{2}$	
Dock Labourer For 4 consecutive days—	(1)	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Bloater, 1d. Bread - 1d.	—	—	-/3	-/4	-/7	
	(2)	—	Meat - 4d. Bread - 1d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Steak - 4d. Potatoes 1d. Greens 1d. Tea - $\frac{1}{4}$ d. Sugar - $\frac{1}{2}$ d.	Fish - 2d. Potatoes 1d.	1/4	-/4	1/8	
	(3)	—	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	—	Meat - 2d. Bread - 1d.	-/4	-/4	-/8	
	(4)	Bacon - 2d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - 1d. Butter - 1d.	—	Meat - 2d. Bread - 1d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Faggots 1d. Pease-Pudding, 1d.	-/11	-/4	1/3	
City Porter -	—	Dry toast. Weak tea.	Soup & Bread.	None.	None.	Nil	Nil	Nil	Out of work—no bed.
Coalie -	34	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d. Butter - $\frac{1}{2}$ d.	Steak - 4d. Bread - 1d.	—	Toast - $\frac{1}{2}$ d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	-/8 $\frac{1}{2}$	-/4	1/0 $\frac{1}{2}$	
	35	—	$\frac{1}{3}$ share of Meat - 4d. Potatoes, 1d. Potherbs, 1d. Sugar - $\frac{1}{2}$ d. Tea - $\frac{1}{2}$ d.	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - 1d.	—	-/4 $\frac{1}{2}$	-/4	-/8 $\frac{1}{2}$	
Coalie -	40	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Steak - 3d. Potatoes - 1d.	—	Haddock 1 $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	-/8	-/4	1/-	
Labourer -	50	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - 1d.	Bacon Bones 2d. Potatoes 1d. Potherbs 1d.	—	Eels - 2d. Bread - $\frac{1}{2}$ d.	-/8 $\frac{1}{2}$	-/4	1/0 $\frac{1}{2}$	
Labourer -	34	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d. Dripping $\frac{1}{2}$ d.	Bread - 1d. Meat - 2d.	—	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - 1d.	-/7	-/4	-/11	
Rag Dealer -	40	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	—	Bloater 1d. Bread - 1d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Fish - 2d. Potatoes 1d.	-/7	-/4	-/11	

(b)—WOMEN.

Appendix
IX.

Occupation.	Age.	Breakfast.	Dinner.	Tea.	Supper.	Cost of food.	Cost of bed.	Total cost per day.
Average of four women	—	$\frac{1}{4}$ share of— (Milk - $\frac{1}{4}$ d. Liver - 2d. Bacon - 3d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - 1d.	$\frac{1}{4}$ share of— 1 $\frac{1}{2}$ lbs. Meat 4d. 5 lbs. Potatoes 2d. Bread - 1d.	$\frac{1}{4}$ share of— (Bread - 1d. Butter $\frac{1}{2}$ d. Sugar } 1 $\frac{1}{4}$ d. Tea } Milk }	$\frac{1}{4}$ share of— Fish and Potatoes 4d.	-/5 $\frac{1}{2}$	-/6	-/11 $\frac{1}{2}$
Average of three women	—	$\frac{1}{3}$ share of— 3 Bloaters 2d Bread - 1d. Milk } Tea } 1 $\frac{1}{2}$ d. Sugar } Margarine $\frac{1}{2}$ d	$\frac{1}{3}$ share of— 1 lb. Boiled Bacon 4d. 3 lbs. Potatoes 2d.	$\frac{1}{3}$ share of— (Bread - 1d. Margarine $\frac{1}{2}$ d Milk } Tea } 1 $\frac{1}{2}$ d. Sugar }	—	-/5	-/6	-/11
Single woman	40	Bacon - 1 $\frac{1}{2}$ d. Bread - 2 $\frac{1}{2}$ d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Milk - $\frac{1}{4}$ d.	—	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Steak and Onions 4d. (in shop).	-/10 $\frac{1}{4}$	-/6	1/4 $\frac{1}{4}$
Single woman	34	$\frac{1}{2}$ share of— (Tea - $\frac{1}{2}$ d. Bread - 2d. Sugar - $\frac{1}{2}$ d. Meat - 3d.	—	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d. Butter - $\frac{1}{2}$ d.	Liver and Bacon 3d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	-/9	-/6	1/3
Single woman	40	Tea - $\frac{1}{2}$ d. Bread - $\frac{1}{2}$ d.	—	—	Fish - 3d. Potatoes $\frac{1}{2}$ d.	-/4 $\frac{1}{2}$	-/6	-/10 $\frac{1}{2}$
Single woman	28	Bread - $\frac{1}{2}$ d. Butter - $\frac{1}{2}$ d. Bacon - 1 $\frac{1}{2}$ d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	—	Bread - 1d. Butter - $\frac{1}{2}$ d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	—	-/6	-/6	1/-

(c)—MARRIED COUPLES.

Occupation.	Age.	Breakfast.	Dinner.	Tea.	Supper.	Cost of food.	Cost of bed.	Total cost per day.
Coalie and Wife	—	Sugar - 1 $\frac{1}{2}$ d. Tea - 2d. Bread - 3d. Butter 1 $\frac{1}{2}$ d.	Meat - 3d. Potatoes 1d. Potherbs 1d. Tea & Sugar	—	3 Bloaters 2d Bread Tea - Sugar -	1/3	1/-	2/3
Coalie and Wife	—	Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	Hambone 3d. Bread - 1d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	—	Bread - 1d. Tea - $\frac{1}{2}$ d. Sugar - $\frac{1}{2}$ d.	-/8	1/-	1/8

Inasmuch as the lodgers referred to in the above table were only able to describe the amount of food they purchased in terms of money, I made some inquiries of lodgers in Whitechapel, and weighed food purchased for me by them. The following are the results thus obtained on Friday the 7th April of this year:—

(a) A. R., who helps in the lodging-house and is paid 1s. a day and given his night's lodging, purchased from shop opposite the lodging-house:— $\frac{1}{2}$ d. bread, 8 $\frac{1}{2}$ ozs.; $\frac{1}{2}$ d. tea and sugar mixed, nearly 2 ozs.; $\frac{1}{2}$ d. margarine, 1 $\frac{1}{4}$ ozs.; $\frac{1}{2}$ d. dripping, 1 $\frac{1}{4}$ oz.; 1d. cooked meat, 5 $\frac{1}{2}$ ozs., no bone, a considerable proportion of fat.

(b) J. C., waterside labourer, was given 3d. to buy a dinner, and he obtained:—

(i.) Twopenn'orth of "pieces," i.e., "block ornaments," from a stall in Brick Lane—Chump chop, 2 pieces of breast of mutton. 12 $\frac{1}{4}$ ozs., very little bone, about half fat.

On whole a better bargain than the 1d. of cooked meat purchased by A. R., not more bulk, but promising to be more savoury and appetising.

(ii.) Penn'orth "potherbs"—3 carrots, 2 onions, 2 turnips, 1 lb. 3 ozs.

This man said he earned 2s. 3d. on Tuesday (April 4th), nothing since.

A butcher gave him a piece of meat on Wednesday.

A friend gave him 1 $\frac{1}{2}$ d. mutton and $\frac{1}{2}$ d. bread, Thursday.

A newspaper man gave him $\frac{1}{2}$ d. bread this morning (Friday, April 7th), otherwise nothing to eat for three days.

(c) E. B., given 6d. to buy dinner for three women clubbing together, she returned with:—3d. of meat, 14 $\frac{1}{2}$ ozs. (piece of steak, trimmings of loin of mutton); 1 $\frac{1}{2}$ d. potatoes, 3 lbs.; 1d. potherbs (3 onions and 1 carrot), 14 $\frac{1}{2}$ ozs.

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Says she has eaten nothing to-day save a piece of bread a woman gave her.
Has a few ticks to mend and will earn 6d to-day.
Never eats breakfast.
Would sleep on a doorstep to-night if not given money for a bed.

(d) K. H., lodger, had a piece of bread and butter for breakfast, but has no money left, and will have to "rough it to-night" as she cannot pay for a bed. Sent to buy a 3d. dinner "packet," cost 2½d., as it is cold, and comprised: breast of mutton, 5 ozs.; good deal of bone, potatoes and greens—1 lb. 3 ozs. (all cooked).

K. H. also bought penn'orth butter, 1 oz.; ½d. margarine, 1½th oz.; ½d. tea dust, ¾th oz.; ¾d. sugar, 2¼ ozs.; ½d. milk, about 4 ozs.; ½d. bread 7 ozs.; 2d. loaf, 1 lb. 10¾ ozs.—paid another ½d. to bring it up to 2 lb.; 1½d. fish and potatoe chips, plaice (cooked in batter), 4½ ozs.; potatoes, 5½ ozs.

As illustration of the prices paid by lodgers who purchase penny worth's and halfpenny worth's, it may be pointed out that in particular instances mentioned above, the sugar cost a trifle more than 3½d per lb., a twopenny loaf weighed 1 lb. 10¾ ozs., while tea dust cost 1s. 9d. per lb., and butter 1s. 4d. per lb., prices comparable to those paid for articles of the best quality when bought in larger bulk.

The Cost of Clothing of the Poorer Inmates of Common Lodging-Houses.

The cost of clothing to the poorer common lodging-house inmate is small. One man stated that the clothes he then wore cost him 8d., including:—

Coat	-	-	-	-	-	3d.
Trousers	-	-	-	-	-	1d.
Waistcoat	-	-	-	-	-	Nil.
Shirt	-	-	-	-	-	4d.
Boots	-	-	-	-	-	Nil.

A favourite market for clothes is Middlesex Street (Petticoat Lane), on Sunday morning. A sample suit bought for me by one of the lodgers cost 2s. 4½d., apportioned as follows:—

Coat	-	-	-	-	-	8d.
Trousers	-	-	-	-	-	9d.
Shirt	-	-	-	-	-	3d.
Waistcoat	-	-	-	-	-	2d.
Socks	-	-	-	-	-	1d.
Boots	-	-	-	-	-	3d.
Cap	-	-	-	-	-	2½d.

Boots can be obtained at all prices from 8d. or 9d. a pair upwards, but odd boots may be purchased as cheaply as 4d. or 5d. a pair.

Women's clothing is a little more expensive than that required by men, but the following is an average statement of cost:—

Chemise	-	-	-	-	-	2d. to 4d.
Drawers	-	-	-	-	-	2d. to 4d.
Corsets	-	-	-	-	-	2d.
2 Petticoats	-	-	-	-	-	6d. to 8d.
Stockings (new)	-	-	-	-	-	2½d. a pair.
(Odd Stockings, 1d. per pair.)						
Skirt	-	-	-	-	-	6d.
Bodice	-	-	-	-	-	3d.
Coat	-	-	-	-	-	6d.
Hat	-	-	-	-	-	6¾d.
Boots	-	-	-	-	-	8d. per pair.
(Odd Boots, 2½d. per pair.)						

Total cost from 3s. to 4s. 6d.

Inquiries concerning the number of Homeless Persons in London.

On the night of the 29th of January, 1904, effort was made by the County Council to enumerate the number of people in London who, on that night, were walking the

streets, or sleeping on staircases, in doorways, or under arches, with a result that the Council's inspectors counted 1,463 men, 116 women, 46 boys, and 4 girls, who appeared to be under 16 years of age, walking the streets, 100 males and 68 females asleep on staircases, in doorways, or under arches, making a total of 1,797. The figures suggest that an estimate that one person in every 2,000 was homeless would probably approximate to the truth.

On that night 23,442 persons slept in common lodging-houses and shelters, viz., 21,058 single men, 1,517 single women, 390 married couples, and 54 boys and 33 girls below 16 years of age. The number of men in Rowton Houses was 3,530. The same night there was vacant accommodation in the common lodging-houses and shelters for 5,365 men, 603 women, and 53 married couples. In the casual wards there were 1,034 men, 175 women, and 9 children, the available accommodation being for 1,243 men, 410 women, and 114 women and children.

Returns from the keepers of common lodging-houses and shelters showed that 832 men, 118 women, and 7 children were the same night turned away from these places mainly on account of inability to pay for a night's lodging.

In connection with the number of people turned away from common lodging-houses through inability to pay for their bed, an experience of certain keepers of common lodging-houses is interesting. It was a general practice to allow frequenters of common lodging-houses to occupy the kitchens during the day, and indeed until closing time, which is usually at midnight or 1 a.m. The keepers did not know until that time which of these people would pay for a bed and which would not, with the result that a large number of "turn outs," as they are called, resulted.

Early last year, however, a number of keepers resolved to alter this practice, and refused to allow anyone to occupy the kitchen without payment, and as a result there were not only no "turn outs" from these houses, but men who before used to be "turn outs" found work and paid for their night's lodging. I understand, however, that this new practice has not been maintained.

On the night of the 17th February last, effort was again made to count the number of persons in London apparently homeless, the Council's officers and the officers of several of the sanitary authorities engaging in the inquiry. The results were as follows:—1,869 men and 312 women were found in the streets or on staircases or under arches, or, 2,181 in all; of these 827 men and 39 women were in Wych Street, Strand, where food was being given away by the Salvation Army, and 161 men and 60 women in Whitechapel Road, where food was also being given away by the Salvation Army. In a tent of the Church Army in Clare Market, Strand, 300 men were or had been chopping wood, they were given two meals during the night, and were given tickets for beds in common lodging-houses which, however, would not be used until the following night; these should be added to the total. There were also 64 men in premises of the Salvation Army in Wych Street, who subsequently were admitted into the Salvation Army shelter in Millbank Street. These are not therefore regarded as homeless.*

In the common lodging-houses and shelters that night were 23,381 persons, viz., 21,055 single men, 1,578 single women, 357 married couples, and 34 children under ten years of age. All these people were lodgers, and to these might be added 140 men and 110 women in the Providence Row night shelter, as yet unlicensed, and 59 in an unlicensed shelter in Paradise Street, Rotherhithe, both of which are free shelters. Among the inmates of the common lodging-houses were 1,600 men who had been given tickets for their lodging by the Church Army. The number of men in Rowton Houses was 3,589, or an increase of 59, while in Carrington House at Deptford, belonging to the County Council, were 461 men.

The same night there was vacant accommodation in the common lodging-houses for 4,610 men, 856 women, and 62 married couples.*

There was also vacant accommodation in the casual wards for 337 men, 213 women, and 117 women and children.*

* Tables showing the distribution of homeless persons and the extent to which use was made of the accommodation in casual wards, and the vacant accommodation in common lodging-houses, are appended to this statement.

Returns made by the keepers of common lodging-houses and shelters show that the number of people turned away for various causes was as follows:—

TABLE IX.

NUMBER TURNED AWAY ON NIGHT OF 17TH FEBRUARY, 1905, AND CAUSE.

Reason why turned away.	Men.	Women.	Married couples.	Total persons.
No money - - - - -	670	64	4	742
House full - - - - -	198	1	6	211
Drunk - - - - -	7	1	0	8
Too dirty - - - - -	21	0	0	21
Creating disturbance - - - - -	0	1	0	1
Bad characters - - - - -	5	0	0	5
TOTALS - - - - -	961	67	10	988

The number (2,481) of homeless persons found on the night of the 17th February, 1905, is greater by 684 than the number found in the beginning of 1904, and, indeed the fact that the Church Army gave away 1,600 tickets, and the Salvation Army gave free beds to 64 persons, suggests that this difference might be as large as 2,348. In the districts not included in the first census 196 persons were found. It is, of course, impossible to say how many of the persons receiving food, and who were reckoned as homeless, may subsequently have found their way to their own homes; how many who were given free beds would otherwise have provided for themselves, and how many may have been attracted to London by the expectation of receiving assistance. One of the Council's inspectors enquired of 318 persons receiving food whether they were Londoners, and in 277 cases the reply was in the affirmative, 39 persons admitting coming from the provinces, while two were foreigners. The Chief Inspector put a similar question to 100 men in the Church Army tent in the Strand, and 30 stated that they had come to London so recently as from one day to one month previously. Again the Council's inspectors found, among the persons receiving food, many who were known to them as frequenters of common lodging-houses. It is noteworthy that, notwithstanding the fact that the Church Army issued tickets for beds in common lodging-houses to 1,600 men, the actual number of persons who slept in common lodging-houses and shelters that night was some 60 less than on the night of the first census in January of last year.

The Administration of the Cleansing of Persons Act, 1897.
The Departmental Committee may perhaps like to have

before them the results of an enquiry recently made by Dr. Wanklyn into the extent of administration in London of the Cleansing of Persons Act, 1897. This Act empowers London Sanitary Authorities to provide, free of cost, the means for persons infested by vermin to have their persons and clothes cleansed. Only three local authorities have as yet made any special provision for this purpose, viz., St. Marylebone, St. Pancras, and more recently, Hackney. The other local authorities have either arranged for applicants to go to the casual wards for cleansing, or the disinfecting station is utilised. In St. Marylebone and St. Pancras the accommodation has been much used. There has not yet been sufficient experience to make any positive statement as to Hackney, but there is, in my opinion, no doubt that many persons would avail themselves of this provision if it were made.

Rates of Mortality among Persons resorting to Common Lodging-houses.

Table D shows the mortality per 1,000 living at certain age periods, among the male inmates of common lodging-houses in the years 1903 and 1904, compared with males at corresponding ages in London in 1903. The mortality figures include deaths of male lodgers occurring either in common lodging-houses or in public institutions to which they have been removed from such houses. Inasmuch as the number of lodgers in common lodging-houses is variable, Table E is supplied, showing the number of deaths from certain causes per 1,000 deaths for all causes. Similar information is given for London as a whole for the purposes of comparison.

TABLE A.

Table showing the distribution of homeless persons in the various sanitary districts in London on the night of the 17th February, 1905.

Borough.	Men.	Women.	Borough.	Men.	Women.
Bermondsey - - -	75	—	Paddington - - -	—	2
Camberwell - - -	8	8	Marylebone - - -	7	11
Chelsea - - - - -	21	11	St. Pancras - - -	1	—
City of London - -	59	2	Shoreditch - - -	8	—
Finsbury - - - - -	30	11	Southwark - - -	74	81
Hammersmith - - -	11	3	*Stepney - - - - -	303	116
Islington - - - - -	12	—	†Westminster - - -	1,212	51
Kensington - - - -	5	7			
Lambeth - - - - -	43	9	TOTAL - - - - -	1,869	312

* Including 161 men and 60 women receiving food at the Salvation Army Shelter, Whitechapel Road, E.
† Including 827 men and 39 women receiving food at the Salvation Army Shelter at Wych Street, W.C., and 300 men waiting for work and food outside the Church Army Tent, Clare Market, Strand, W.C. and excluding 300 men actually inside the tent previously mentioned.

TABLE B.

CASUAL WARDS.

Appendix
IX.

Union or Parish.	Accommodation.				No. of vagrants on night of Friday, 17th February, 1905.			
	Males.	Females.	Double, i.e., women and children.	Total.	Men.	Women.	Children.	Total.
Bermondsey - - - -	38	8	4	50	35	—	—	35
Camberwell - - - -	39	15	8	62	29	4	—	33
Chelsea - - - -	48	12	6	66	13	2	—	15
Fulham and Hammersmith -	42	20	5	67	28	4	—	32
St. George's - - - -	38	19	2	59	37	13	—	50
St. George, East - - - -	82	15	4	101	23	4	—	27
St. Giles and St. George - -	52	18	5	75	37	10	—	47
Greenwich - - - -	36	10	6	52	36	3	—	39
Hackney - - - -	26	10	6	42	44	12	1	57
Hampstead - - - -	10	10	—	20	5	4	—	9
Holborn - - - -	48	24	4	76	47	17	1	65
Islington - - - -	67	13		80	11	1	—	12
Kensington - - - -	40	12	8	60	40	11	—	51
Lambeth - - - -	40	34	4	78	29	14	—	43
Lewisham - - - -	30	16	8	54	27	6	—	33
London, City - - - -	50	14	2	66	48	11	—	59
St. Marylebone - - - -	65	26	3	94	65	25	—	90
Mile End - - - -	22	4	6	32	22	5	—	27
Paddington - - - -	50	11	4	65	47	9	—	56
St. Pancras - - - -	48	12	6	66	21	2	—	23
Poplar - - - -	49	7	3	59	49	9	—	58
Shoreditch - - - -	30	9	4	43	20	6	—	26
Southwark - - - -	54	26	5	85	10	2	—	12
Stepney - - - -	34	12	4	50	11	5	—	16
Strand - - - -	86	20	3	109	86	18	1	105
Wandsworth - - - -	42	8	5	55	19	4	—	23
Whitechapel - - - -	55	30		85	55	7	—	62
Woolwich - - - -	42	5	5	52	32	2	—	34
TOTALS - - - -	1,263	420	120	1,803	926	210	3	1,139

TABLE C.

VACANT ACCOMMODATION IN COMMON LODGING-HOUSES ON NIGHT OF 17TH FEBRUARY, 1905.

Sanitary District.	Vacant accommodation for				Appendix IX.
	Men.	Women.	Married couples.	Total persons.	
Battersea - - - - -	42	52	3	100	
Bermondsey - - - - -	246	—	—	246	
Bethnal Green - - - - -	154	—	—	154	
Camberwell - - - - -	132	—	—	132	
Chelsea - - - - -	65	15	—	80	
City of London - - - - -	7	—	—	7	
Deptford - - - - -	180	—	—	180	
Finsbury - - - - -	70	—	—	70	
Fulham - - - - -	8	—	—	8	
Greenwich - - - - -	48	—	—	48	
Hackney - - - - -	96	—	—	96	
Hammersmith - - - - -	103	4	1	109	
Hampstead - - - - -	—	—	—	—	
Holborn - - - - -	183	122	—	305	
Islington - - - - -	280	105	5	395	
Kensington - - - - -	103	105	19	246	
Lambeth - - - - -	183	—	—	183	
Lewisham - - - - -	8	—	—	8	
Paddington - - - - -	35	11	9	64	
Poplar - - - - -	342	—	—	342	
St. Marylebone - - - - -	212	1	—	213	
St. Pancras - - - - -	61	54	—	115	
Shoreditch - - - - -	110	—	—	110	
Southwark - - - - -	721	190	2	915	
Stepney - - - - -	820	163	1	985	
Stoke Newington - - - - -	1	—	—	1	
Wandsworth - - - - -	38	—	9	56	
Westminster - - - - -	345	24	—	369	
Woolwich - - - - -	17	10	13	53	
TOTALS - - - - -	4,610	856	62	5,590	

SUMMARY OF REPLIES RECEIVED FROM THE CHIEF CONSTABLES OF COUNTIES IN ENGLAND AND WALES IN AUGUST, 1904.

County.	1. Do you make periodical reports dealing with vagrants in your County?	2. Can you state the number of vagrants in the County on any one night during the present year?	3. Can you say whether there has been any increase during the last few years in the number of vagrants in the County? If so, can you assign any cause for such increase?	4. Are any of your officers employed as Assistant Relieving Officers as regards vagrants?	5. Is there in force in the County any system of— (a) way-ticket for wayfarers, or (b) mid-day meal for vagrants?
Anglesey - - -	No.	No.	No.	Yes; two constables.	No.
Bedford - - -	Only return of number of work-house tickets issued by the police to vagrants.	No.	No. (Railway and any large works of a temporary nature cause increase in numbers.)	Yes; two superintendents.	No.
Berks - - -	Only as to crimes committed by tramps.	259 on 23rd July in workhouses and common lodging-houses.	Increase due to end of the war and general depression in trade.	Yes. Is in favour of system.	Not now. In former years both systems were in force.
Brecon - - -	No.	No.	No.	No.	No.
Bucks - - -	No.	No.	Slight increase, due to railway works.	No.	No.
Cambridge - - -	Quarterly report of number of vagrants relieved.	Gives number of vagrants relieved on certain days varying from one to nine.	Decrease in last five years of nearly 50 per cent. in number relieved over the previous five years.	Yes; three.	No.
Cardigan - - -	Quarterly report of number of vagrants relieved.	34 on 18th March.	Large increase in recent years, especially since end of war. Laziness the chief cause. 90 per cent. of the tramps are town-bred.	Yes; in four of the five unions.	No.
Carmarthen - - -	No.	No.	Great increase in last few years due to waterworks and railway works.	Yes; one inspector.	No.
Carnarvon - - -	Quarterly report of number of vagrants relieved.	158 on 6th August in workhouses, common lodging-houses and prison.	Increase in last year or two; due to end of war and railway and other works. Number less now than ten years ago.	Yes.	No.

SUMMARY OF REPLIES RECEIVED FROM THE CHIEF CONSTABLES OF COUNTIES IN ENGLAND AND WALES IN AUGUST, 1904—continued.

County.	Do you make periodical reports dealing with vagrants in your County? 1.	Can you state the number of vagrants in the County on any one night during the present year? 2.	Can you say whether there has been any increase during the last few years in the number of vagrants in the County? If so, can you assign any cause for such increase? 3.	Are any of your officers employed as Assistant Relieving Officers as regards vagrants? 4.	Is there in force in the County any system of— (a) way-ticket for wayfarers, or (b) mid-day meal for vagrants? 5.
Cheshire -	Annual return of vagrants relieved and of vagrants apprehended.	No.	Increase during last three years, bad trade stated as cause.	No; opposed to system. Although it may deter the professional tramp from going to the workhouse, it does not decrease vagrancy. Thinks it better they should go to workhouse and be under observation rather than go elsewhere and become a greater danger by spreading disease.	No.
Cornwall -	Keeps quarterly list of vagrants granted or refused relief by the police.	Only gives number admitted to workhouses.	Increase since the war.	Yes; sixteen.	No.
Cumberland -	No.	No.	Increase in number of vagrants prosecuted.	No.	No.
Denbigh -	Yearly report of tramps relieved.	No.	Increase in tramps relieved during last three years; 1903 about same as 1894.	Yes; three.	No.
Derby -	No.	Average number per night in workhouses and lodging houses during week ended 17th July, was 519.	In 1903 the number corresponding to that in previous column was 586.	No.	No.
Devon -	Yearly return of number of vagrants applying for relief.	No.	Decrease in 1900 and 1901 possibly due to the war, 1898 and 1903 about the same.	Yes; twenty.	No.
Dorset -	Annual report as Secretary of Dorset Mendicity Society.	92 in workhouses and police cells on 1st February.	Large increase (since 1900) of vagrants relieved by the police. 1903 less than 1894.	Yes; all County Superintendents.	The Dorset Mendicity Society provides food for wayfarers by a system of bread tickets.
Durham -	No.	188 vagrants applied for admission to casual wards on 31st July.	Increase during last few years; due to railway and other works and trade depression.	Yes; thirteen.	No.

			43 on 31st July.	Considerable increase since end of war.	Yes.	No.
Isle of Ely	-	Annual report of number of tramps relieved by the police as assistant relieving officers.				
Essex	-	Yes; quarterly returns of tramps relieved, refused relief, and apprehended for begging.	73 on 1st July.	Increase during last four years; due to depression in trade and increase in field work, pea-picking, &c. 1903 less than 1898.	Yes.	No.
Flintshire	-	No.	25 on 29th July.	Increase; due to depression in trade.	Yes; two.	No.
Glamorgan	-	No.	Yes.	Increase.	Yes.	No.
Gloucester	-	Yes; and annual return showing numbers in casual wards and common lodging-houses on certain day, with other statistics.	691 in casual wards and common lodging-houses on 5th April.	Increase of late years; due to railway and dock works.	Yes.	Yes; both.
Hants	-	No.	No; only number relieved by the police.	Large increase; partly due to extensive military works.	Yes, in twenty-one unions.	No.
Hereford	-	Annual report, as Secretary of Hereford Mendicity Society, shows number sleeping in work-houses and lodging houses, and number of bread rations supplied per year.	Yes; approximately.	Considerable increase; cannot give cause.	Yes; four.	A system of bread tickets.
Hertford	-	None since 1895, when he made a report on the subject.	No.	Decrease in last ten years as compared with previous decade; decrease in child vagrants, due to vigilance of officers of Society for Prevention of Cruelty to Children.	Yes; in six unions, police officers sign tickets of admission to casual ward.	No.
Hunts	-	Quarterly return of vagrants relieved.	7 on 15th March.	Increase in 1901-3; partly due to the war. 1903 less than 1898.	Yes; three.	No.
Kent	-	None since 1898.	1,258 on 3rd August, sleeping in casual wards, common lodging-houses and elsewhere.	Number doubled since 1898.	No.	No.
Lancashire	-	No, but gives number of vagrants prosecuted.	No.	No.	No.	No.
Leicester	-	Annual report of number in casual wards and common lodging-houses.	Information could be given.	Increase; can only give depression of trade as cause.	No.	No.

SUMMARY OF REPLIES RECEIVED FROM THE CHIEF CONSTABLES OF COUNTIES IN ENGLAND AND WALES IN AUGUST, 1904—continued.

County.	1. Do you make periodical reports dealing with vagrants in your County?	2. Can you state the number of vagrants in the County on any one night during the present year?	3. Can you say whether there has been any increase during the last few years in the number of vagrants in the County? If so, can you assign any cause for such increase?	4. Are any of your officers employed as Assistant Relieving Officers as regards vagrants?	5. Is there in force in the County any system of— (a) way-ticket for wayfarers, or (b) mid-day meal for vagrants?
Lincoln	Quarterly report of number of arrests for vagrancy.	114 on 5th April.	Considerable increase; no definite cause.	No.	No.
Merioneth	Quarterly report of vagrants relieved in casual wards and vagrants prosecuted.	79	Great increase during last five years in number of vagrants relieved.	Yes; four.	No.
Monmouth	No.	98 on 5th April.	Increase; due to no task of work at some workhouses and bad trade.	No; discontinued.	No.
Montgomery	Quarterly report of vagrants noted by police at workhouses and common lodging-houses.	85 on 5th April.	Increase; mostly tramps on way to Rhayader waterworks. Decrease as compared with 1894.	Yes; one issues tickets for casual wards.	No.
Norfolk	No.	No.	Decrease.	No.	No.
Northampton	Only annual return of prosecutions under Vagrancy Acts.	57 were relieved in casual wards on 30th June.	Increase in casual paupers; due chiefly to trade depression.	No; discontinued.	No; there was a system of bread tickets many years ago, but this was discontinued as leading to no good result.
Northumberland	No, but made special report in April last.	203 on 19th March (day census taken by police on main highways).	Increase; chiefly due to large public works.	Yes; six.	No.
Nottingham	No.	69 on 22nd July.	Slight increase since war. (Two nights' detention and task of work recently put in force by guardians had reduced number of professional tramps.)	No; undesirable.	No.
Oxford	No.	No.	No increase in number-convicted.	No.	No.
Pembroke	Annual return of number relieved by police as assistant relieving officers.	No.	Increase since 1901; cannot give reason.	Yes; three.	No.
Radnorshire	Quarterly report of vagrants relieved and refused relief by the police.	62 applied to the police on 21st May.	Increase due to waterworks. Decrease in 1900 and 1901 due to war.	Yes.	No.

Rutland - - -	No	No	About the same.	No.	No.
Salop - - -	No.	145 on 26th June	Increase; due to water works and trade depression.	Yes; three.	No.
Somerset - - -	No.	No.	Increase generally; cannot give reason.	Yes; eighteen.	No
Stafford - - -	No.	No.	Increase on the whole; number varies according to treatment by different unions.	Yes; in few places.	No.
Suffolk, East - -	No.	No.	No.	Yes; seven.	No.
" West - - -	No.	No, but could take a census.	No.	Yes; eight.	No.
Surrey - - -	No.	No.	Decreasing for some years.	No; opposed to system.	No; it would attract vagrants.
Sussex, East - -	No.	No.	No.	No.	No.
" West - - -	Quarterly report of vagrants relieved by the police.	Yes, if required.	Increase; no reason.	Yes.	No. Systems have been considered and tried but have not proved effectual.
Warwick - - -	No.	No.	Steady increase since 1900; due to slackness of work.	No.	No.
Westmorland - -	No.	No.	Slight increase in number of vagrants proceeded against; cannot give cause.	No.	No.
Wight, Isle of - -	No.	The Island is free from vagrants.	No.	No.	No.
Wilts - - -	Annual and quarterly reports as to working of system.	89 on 1st June relieved by police, in common lodging-houses and houseless.	Considerable increase; due to military works and end of war.	Yes; seventeen.	Yes.
Worcester - - -	No.	No.	Increase during last five years; principal cause is trade depression.	Yes; one only.	Food-ticket system, administered by Worcestershire Wayfarers' Relief Society.
Yorks, E.R. - - -	No.	No.	No.	Yes; three.	No.
" N.R. - - -	No.	63 on 30th April exclusive of those in lodging-houses.	Very slight increase.	Yes; fourteen.	At one place in County food tickets are issued by police, the cost being paid by charitable persons.
" W.R. - - -	Half-yearly report of number of vagrants.	799 on 20th March in vagrant wards, common lodging-houses and elsewhere.	Number in preceding column less than in any year since 1898 (except 1903).	No.	No.

SUMMARY OF THE PRECEDING TABLE.

Question 1.—In 30 cases no report is made ; reports are made in 27 cases.

Question 2.—In only nine cases is definite information given as to the number of vagrants other than those in the casual wards or relieved by the police. These cases are Berks, Carnarvon, Derby, Dorset, Gloucester, Kent, Northumberland, Wilts, West Riding. Seven of these give the number in common lodging-houses as well as in workhouses and three (Kent, Wilts and West Riding) include, in addition, vagrants elsewhere. Northumberland shows the number according to a day census taken in the highways.

Question 3.—39 report an increase in recent years ; 4 a decrease. Generally there has been an increase since the war : during the war there was a decrease in the number. The causes of the increase of vagrancy are given chiefly as railway and other works in the neighbourhood, trade depression, and the end of the war.

Question 4.—36 reply in the affirmative ; 21 in the negative. Three Chief Constables state they are opposed to the system.

Question 5.—In 5 counties there is a system of food-tickets for wayfarers, and in one other county such tickets are issued at one place only. In 2 counties there is a way-ticket system.

APPENDIX XI.

VAGRANCY IN LONDON.

(Papers 1 to 4 handed in by Mr. Simmons.)

1. PROSECUTIONS FOR OFFENCES IN METROPOLITAN CASUAL WARDS IN 1904.

Casual Ward.	Destroying clothes.	Refusing work.	Neglecting work.	Absconding.	Other offences.	Discharged.	TOTALS.
Bermondsey - - -	—	17	26	—	3	—	46
Camberwell - - -	—	11	—	—	—	—	13
Chelsea - - -	7	82	22	1	—	1	120
City of London - - -	—	2	—	1	2	—	5
Fulham - - -	1	15	—	—	—	1	17
Greenwich - - -	1	4	7	—	3	—	15
Hackney - - -	—	—	—	—	—	—	—
Hampstead - - -	1	4	—	—	—	—	5
Holborn - - -	7	15	81	3	8	7	121
Islington - - -	3	63	11	—	—	—	77
Kensington - - -	3	15	—	—	2	1	21
Lambeth - - -	7	80	74	—	18	2	181
Lewisham - - -	7	36	13	—	1	—	57
Marylebone - - -	9	3	—	—	1	—	13
Mile End - - -	1	5	10	—	1	1	18
Paddington - - -	1	21	2	—	1	—	25
Poplar - - -	1	2	—	—	—	—	3
St. George's - - -	—	2	—	—	—	—	2
St. George's East - - -	5	35	6	6	2	—	54
St. Giles - - -	3	10	—	—	—	1	14
St. Pancras - - -	5	46	—	—	—	—	51
Shoreditch - - -	7	23	1	—	—	1	32
Southwark - - -	5	65	24	—	10	2	106
Stepney - - -	2	57	1	2	—	—	62
Strand - - -	4	—	—	1	3	—	8
Wandsworth - - -	5	24	6	—	1	—	36
Whitechapel - - -	3	3	17	—	2	1	26
Woolwich - - -	2	44	29	—	2	—	77
TOTALS - - - - -	90	684	330	14	69	18	1,205

Appendix
XI.

2. NUMBER OF REFUSALS OF ADMISSION TO METROPOLITAN CASUAL WARDS FOR WANT OF ROOM DURING THE YEAR 1904.

Casual Ward.	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	TOTALS.
Bermondsey - - -	42	40	25	4	—	20	—	14	19	25	26	16	231
Camberwell - - -	42	111	30	19	80	26	10	117	99	71	127	4	736
Chelsea - - -	—	—	—	—	—	—	—	—	—	—	—	—	—
City of London - - -	496	651	395	311	201	33	234	610	576	413	246	181	4,347
Fulham - - -	—	—	—	—	—	—	—	2	1	16	80	8	107
Greenwich - - -	46	80	81	57	66	13	23	146	126	134	95	76	943
Hackney - - -	239	138	140	170	178	109	142	256	202	247	202	126	2,149
Hampstead - - -	3	5	2	10	7	8	9	5	12	25	34	11	131
Holborn - - -	143	220	55	37	26	2	23	42	55	79	33	33	748
Islington - - -	38	32	9	12	—	—	—	—	—	—	—	—	91
Kensington - - -	105	144	101	56	53	7	17	46	93	72	82	52	828
Lambeth - - -	72	181	63	49	6	—	10	75	72	35	19	7	589
Lewisham - - -	36	31	30	27	9	10	1	41	9	23	23	1	241
Marylebone - - -	332	310	255	184	176	20	98	191	146	220	141	113	2,186
Mile End - - -	16	6	—	—	3	—	5	24	—	14	30	10	118
Paddington - - -	117	111	164	100	22	—	11	—	—	16	48	34	623
Poplar - - -	184	282	263	282	260	73	82	541	345	207	88	49	2,656
St. George's - - -	117	157	110	64	77	44	79	120	151	109	87	42	1,157
St. George's East - - -	107	209	27	—	—	—	—	—	15	28	—	—	386
St. Giles - - -	34	73	48	18	5	—	—	—	17	12	7	—	214
St. Pancras - - -	—	—	—	—	—	—	—	—	—	—	—	—	—
Shoreditch - - -	13	34	18	10	33	5	—	39	23	16	11	2	204
Southwark - - -	—	9	—	—	—	—	—	—	—	—	—	—	9
Stepney - - -	47	78	36	29	—	—	—	28	8	7	7	—	240
Strand - - -	11	10	18	15	22	17	9	12	25	23	21	17	200
Wandsworth - - -	—	—	—	—	3	—	—	4	—	—	—	—	7
Whitechapel - - -	283	373	231	190	78	18	97	276	129	244	180	17	2,116
Woolwich - - -	2	9	9	7	—	5	—	26	30	3	14	5	110
TOTALS - - - - -	2525	3294	2110	1651	1302	413	850	2621	2157	2039	1601	804	21,367

3. NUMBER OF REFUSALS OF ADMISSION TO METROPOLITAN CASUAL WARDS FOR WANT OF ROOM IN EACH YEAR FROM 1881 TO 1904.

Casual Ward.	1881.	1882.	1883.	1884.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	1904.
Bermondsey -	-	11	5	-	-	-	-	8	17	9	6	84	87	87	10	-	-	17	5	-	-	-	248	231
Camberwell -	-	159	48	15	9	6	38	90	634	475	334	512	701	578	538	461	392	507	426	370	649	604	751	736
Chelsea -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	14	20	-	-	-	-	-	-	-
City of London -	-	129	109	-	102	99	610	1,020	1,023	1,159	1,246	2,634	5,966	5,462	1,816	1,111	916	113	2	-	53	-	2,516	4,347
Fulham -	-	140	-	-	-	-	-	-	-	-	-	-	4	24	106	310	479	350	161	-	-	-	-	107
Greenwich -	-	188	159	369	390	15	40	255	378	26	25	349	416	612	312	335	66	169	113	171	559	547	754	943
Hackney -	-	152	228	814	699	1,064	641	13	523	669	509	561	1,028	1,565	1,630	1,130	1,151	1,550	1,509	2,136	1,734	1,878	2,174	2,149
Hampstead -	-	105	19	8	5	15	9	26	3	32	18	20	30	71	25	28	43	91	-	39	74	64	58	131
Holborn -	-	85	114	-	-	19	491	519	1,464	736	1,387	705	2,841	5,206	5,861	4,138	1,717	1,008	844	536	878	1,216	976	748
Islington -	-	217	124	15	-	3	-	300	437	356	306	215	528	967	253	1	14	6	3	23	11	-	30	91
Kenington -	-	18	11	-	-	-	49	28	129	27	35	48	273	389	274	378	293	467	433	403	600	762	386	828
Lambeth -	-	500	206	-	-	-	203	9	-	85	-	92	47	172	67	5	-	7	-	-	-	15	66	589
Lewisham -	-	1,541	1,029	-	24	6	31	-	69	8	19	124	205	856	294	32	13	83	101	66	893	414	137	241
Maylebone -	-	49	31	590	63	135	785	1,749	1,692	1,972	1,284	927	1,122	1,738	1,079	1,757	2,783	2,982	1,889	1,196	1,940	2,385	2,366	2,186
Mile End -	-	-	285	524	70	58	77	98	55	52	10	848	1,135	328	349	237	476	287	61	9	5	14	100	118
Paddington -	-	795	650	379	97	141	333	1,882	394	261	223	299	410	611	649	381	136	110	33	18	38	103	441	623
Poplar -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	100	15	635	2,419	2,994	2,656
St. George's -	-	271	315	534	250	989	1,164	1,314	2,336	1,372	631	1,223	2,121	1,480	1,863	1,361	2,013	2,268	1,538	1,281	1,789	995	1,306	1,157
St. George's, East -	-	723	1,270	119	3	20	16	101	149	60	30	877	1,174	508	175	3	13	36	54	-	14	287	599	386
St. Giles -	-	-	43	-	-	-	60	-	89	31	74	169	76	13	1	10	12	-	-	-	16	110	302	214
St. Pancras -	-	895	563	78	125	179	247	409	180	85	76	99	385	450	247	112	30	-	-	-	-	-	-	-
Shoreditch -	-	-	-	-	-	-	13	65	18	26	-	9	66	75	168	174	189	338	134	52	132	58	88	204
Southwark -	-	573	576	242	183	1,253	1,848	2,998	1,746	1,064	1,498	1,148	1,079	538	333	-	20	27	-	-	-	-	4	9
Stepney -	-	-	-	-	-	-	-	-	-	-	-	-	126	452	174	158	138	235	378	287	869	690	472	240
Strand -	-	-	-	-	-	-	98	2,969	1,129	624	-	-	295	937	747	405	240	169	156	132	94	93	115	200
Wandsworth -	-	-	-	26	5	-	-	-	-	-	-	-	-	-	-	-	-	28	64	23	66	42	-	7
Whitechapel -	-	1,423	1,922	242	49	236	208	-	-	-	-	460	833	568	274	368	470	273	219	143	208	1,850	3,634	2,116
Woolwich -	-	62	32	526	489	64	129	310	680	316	772	719	910	1,221	1,132	25	39	69	34	132	86	25	43	110
TOTAL -	8,036	7,739	2,565	4,379	2,567	4,302	7,090	14,163	13,145	9,445	8,483	12,122	21,858	24,908	18,437	12,034	11,863	11,194	8,257	7,032	11,343	14,471	20,560	21,367

4. PARTICULARS OF CONVICTIONS OF EIGHT HABITUAL VAGRANTS FOR OFFENCES IN METROPOLITAN CASUAL WARDS.

Appendix
XI.

G. J., age 27 (in 1890).

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Whitechapel - -	Neglecting work - - - - -	1 February, 1890	21 days' H. L.
St. George's - -	Refusing work - - - - -	18 June, 1891	7 " "
Bermondsey - -	" " - - - - -	1 June, 1892	7 " "
Hampstead - -	" " - - - - -	11 October, 1892	7 " "
Lambeth - - -	" " - - - - -	21 October, 1892	3 " "
" - - -	Neglecting work - - - - -	27 May, 1893	3 " "
Bermondsey - -	" " - - - - -	6 July, 1893	7 " "
St. Giles - - -	Wilful damage - - - - -	13 December, 1893	21 " "
Lambeth - - -	Refusing work - - - - -	1 February, 1894	7 " "
" - - -	Destroying clothes - - - - -	19 November, 1894	21 " "
Chelsea - - -	Neglecting work - - - - -	15 January, 1895	6 " "
Lambeth - - -	Refusing work - - - - -	21 February, 1895	10 " "
" - - -	" " - - - - -	25 June, 1895	14 " "
Hampstead - -	" " - - - - -	15 August, 1895	1 month "
Chelsea - - -	" " - - - - -	2 November, 1895	21 days' "
Lambeth - - -	" " - - - - -	9 December, 1895	14 " "
Greenwich - -	Neglecting work - - - - -	2 May, 1896	7 " "
Lambeth - - -	" " - - - - -	21 April, 1898	14 " "
Stepney - - -	" " - - - - -	31 December, 1898	1 day "
Lambeth - - -	Refractory work - - - - -	20 February, 1899	10 days' "
Chelsea - - -	Destroying clothes - - - - -	1 June, 1899	5 " "
Bermondsey - -	Refusing work - - - - -	27 October, 1899	7 " "
St. George's East -	Absconding - - - - -	8 November, 1899	21 days' "
Southwark - -	" - - - - -	6 July, 1900	10 " "
Chelsea - - -	Refusing work - - - - -	25 July, 1900	7 days' "
Lambeth - - -	" " - - - - -	12 September, 1900	6 months' "
St. George's East -	" " - - - - -	4 April, 1901	3 " "
City of London -	Refusing work and wilful damage - - -	31 March, 1902	3 " "
St. George's East -	Refusing work - - - - -	23 September, 1902	9 " "
Kensington - -	" " - - - - -	17 October, 1903	1 " "
Stepney - - -	" " - - - - -	26 November, 1903	14 days' "
Chelsea - - -	Refusing work and destroying clothes - -	9 February, 1904	12 months' "
Bermondsey - -	Neglecting work - - - - -	28 December, 1904	1 " "

W. B., age 26 (in 1897).

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Lambeth - - -	Neglecting work - - - - -	9 March, 1897	5 days' H.L.
Southwark - - -	Refusing „ - - - - -	7 April, 1897	7 „ „
Chelsea - - -	„ „ - - - - -	15 June, 1897	7 „ „
St. George's East -	Neglecting „ - - - - -	12 August, 1897	7 „ „
Lambeth - - -	„ „ - - - - -	21 January, 1898	21 „ „
Whitechapel - - -	„ „ - - - - -	29 June, 1898	1 month „
St. Pancras - - -	„ „ - - - - -	21 September, 1898	1 „ „
St. George's East -	Refusing „ - - - - -	2 November, 1898	1 „ „
Kensington - - -	Neglecting „ - - - - -	3 January, 1899	7 days' „
St. George's East -	Refusing „ - - - - -	24 January, 1899	2 months' „
Mile End - - -	„ „ - - - - -	12 September, 1899	2 „ „
„ - - -	„ „ - - - - -	1 March, 1900	3 „ „
Southwark - - -	Refusing „ - - - - -	8 August, 1900	14 days' „
Lambeth - - -	Neglecting „ - - - - -	29 August, 1900	5 „ „
Mile End - - -	„ „ - - - - -	9 October, 1900	1 month „
St. Giles - - -	„ „ - - - - -	4 December, 1900	1 „ „
St. George's East -	„ „ - - - - -	15 January, 1901	3 „ „
Lambeth - - -	„ „ - - - - -	2 July, 1901	21 days' „
St. George's - - -	„ „ - - - - -	19 December, 1901	14 „ „
St. George's East -	„ „ - - - - -	15 January, 1902	6 months' „
Strand - - -	„ „ - - - - -	12 October, 1902	3 „ „
Southwark - - -	„ „ - - - - -	6 February, 1903	3 „ „
Kensington - - -	„ „ - - - - -	12 June, 1903	14 days' „
Strand - - -	Neglecting „ - - - - -	22 September, 1903	3 months' „
Paddington - - -	Refusing „ - - - - -	5 January, 1904	1 „ „
St. George's East -	„ „ - - - - -	23 February, 1904	9 „ „
Holborn - - -	„ „ - - - - -	15 November, 1904	1 „ „
„ - - -	Neglecting „ - - - - -	21 December, 1904	3 „ „

H.A., age 20 (in 1890.)

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Lambeth - - -	Refusing work - - - - -	4 November, 1890	7 days' H.L.
„ - - -	„ „ - - - - -	13 December, 1890	10 „ „
Shoreditch - - -	„ „ - - - - -	3 January, 1891	14 „ „
Lambeth - - -	„ „ - - - - -	11 June, 1891	14 „ „
„ - - -	„ „ - - - - -	22 January, 1892	21 „ „
„ - - -	„ „ - - - - -	12 March, 1892	14 „ „
Wandsworth - - -	Wilful damage - - - - -	26 March, 1892	1 month „
Lambeth - - -	Refusing work and wilful damage - - -	2 May, 1902	2 „ „
„ - - -	Refusing work - - - - -	12 September, 1892	21 days' „
Wandsworth - - -	„ „ - - - - -	3 November, 1892	14 „ „
Lambeth - - -	„ „ - - - - -	21 November, 1892	1 month „

H. A., age 20 (in 1890)—*continued*.Appendix
XI.

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Bermondsey - - -	Refusing work - - - - -	30 December, 1893	Discharged.
Chelsea - - -	Neglecting work - - - - -	30 August, 1894	10 days' H.L.
" - - -	" " - - - - -	17 September, 1894	14 " "
" - - -	Neglecting work and wilful damage - -	4 October, 1894	2 months' H.L.
" - - -	Absconding - - - - -	11 December, 1894	21 days' "
" - - -	Neglecting work and wilful damage - -	1 January, 1895	2 months' "
" - - -	Refusing work and absconding - - -	5 March, 1895	1 month "
" - - -	Refusing work - - - - -	10 May, 1898	14 days' "
" - - -	" " - - - - -	23 June, 1898	1 month "
Wandsworth - -	Neglecting work - - - - -	29 December, 1899	7 days' "
Chelsea - - -	Refusing work - - - - -	5 April, 1900	21 " "
Lambeth - - -	Neglecting work - - - - -	5 September, 1900	1 month "
Chelsea - - -	Refusing work - - - - -	26 October, 1903*	2 " "
Lambeth - - -	Neglecting work - - - - -	17 February, 1904	12 " "
Chelsea - - -	" " - - - - -	7 February, 1905	12 " "

* Between 1900 and 1903 three years' penal servitude.

W.P., age 20 (in 1898).

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Stepney - - -	Neglecting work - - - - -	5 May, 1898	5 days' H.L.
Lewisham - - -	Refusing " - - - - -	21 July, 1898	21 " "
Chelsea - - -	" " - - - - -	23 September, 1898	21 " "
Southwark - - -	Absconding - - - - -	17 October, 1898	14 " "
Lewisham - - -	Refusing work - - - - -	1 December, 1898	1 month "
Paddington - - -	" " - - - - -	20 January, 1899	1 " "
Bermondsey - - -	Neglecting work - - - - -	4 March, 1899	14 days' "
Camberwell - - -	Refusing " - - - - -	23 March, 1899	7 " "
City of London -	" " - - - - -	20 April, 1899	14 " "
St. Pancras - - -	Refractory conduct - - - - -	17 May, 1899	10 " "
Paddington - - -	Refusing work - - - - -	15 July, 1899	1 month "
Lewisham - - -	" " - - - - -	23 September, 1899	21 days' "
Lambeth - - -	" " - - - - -	23 November, 1899	7 " "
Lewisham - - -	" " - - - - -	2 January, 1900	14 " "
Stepney - - -	Neglecting " - - - - -	27 January, 1900	21 " "
Kensington - - -	Refusing " - - - - -	10 August, 1900	21 " "
St. George's - - -	" " - - - - -	28 September, 1900	14 " "
City of London -	" " - - - - -	5 November, 1900	21 " "
Woolwich - - -	" " - - - - -	30 January, 1901	14 " "
St. Pancras - - -	" " - - - - -	26 February, 1901	1 month "
St. George's East -	" " - - - - -	19 April, 1901	3 months "
St. Pancras - - -	" " - - - - -	26 October, 1901	3 " "
St. George's - - -	" " - - - - -	18 February, 1902	6 " "

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Woolwich - - -	Refusing work - - - - -	13 September, 1902	14 days' H.L.
St. Pancras - - -	" " - - - - -	1 November, 1902	1 month "
Kensington - - -	" " - - - - -	6 December, 1902	21 days' "
St. Pancras - - -	" " - - - - -	17 February, 1903	12 months' "
Bermondsey - - -	Neglecting " - - - - -	14 January, 1904	14 days' "
Kensington - - -	Refusing " - - - - -	13 February, 1904	1 month "
Lambeth - - -	" " - - - - -	29 March, 1904	5 days' "
Bermondsey - - -	Neglecting " - - - - -	5 May, 1904	12 months' "

W. S., age 18 (in 1893).

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Lambeth - - -	Neglecting work - - - - -	25 October, 1893	5 days' H.L.
" - - -	" " - - - - -	16 November, 1893	7 " "
" - - -	" " - - - - -	9 December, 1893	7 " "
" - - -	" " - - - - -	29 January, 1894	21 " "
Shoreditch - - -	" " - - - - -	22 February, 1894	18 " "
Lambeth - - -	" " - - - - -	29 March, 1894	7 " "
Shoreditch - - -	" " - - - - -	26 September, 1894	14 " "
Lambeth - - -	Destroying clothes - - - - -	11 October, 1894	6 weeks' "
" - - -	Neglecting work - - - - -	5 December, 1894	10 days' "
St. George's East -	" " - - - - -	8 February, 1895	14 " "
Lambeth - - -	" " - - - - -	26 February, 1895	21 " "
" - - -	" " - - - - -	18 April, 1895	21 " "
" - - -	" " - - - - -	16 May, 1895	1 month "
Shoreditch - - -	Refusing " - - - - -	1 July, 1895	1 " "
Lambeth - - -	" " - - - - -	12 August, 1895	6 weeks' "
" - - -	" " - - - - -	12 November, 1895	21 days' "
" - - -	" " - - - - -	31 December, 1895	21 " "
" - - -	" " - - - - -	5 February, 1896	21 " "
St. George's East -	Neglecting " - - - - -	19 March, 1896	7 " "
Lambeth - - -	" " - - - - -	2 February, 1897	1 month "
" - - -	Refusing " - - - - -	29 March, 1897	1 " "
" - - -	Neglecting " - - - - -	11 June, 1897	1 " "
" - - -	Refusing " - - - - -	15 September, 1897	6 " "
" - - -	" " - - - - -	14 September, 1898	9 " "
" - - -	" " - - - - -	13 September, 1899	12 " "
" - - -	" " - - - - -	14 November, 1900	4 " "
" - - -	Neglecting " - - - - -	21 May, 1902	12 " "
" - - -	Refusing " - - - - -	19 August, 1903	12 " "
" - - -	" " - - - - -	19 October, 1904	12 " "

J. C. W., Age 30 (in 1882).

Appendix
XI.

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Lewisham - - -	Refusing work - - - - -	8 March, 1888	1 day
" - - -	" " - - - - -	2 November, 1888	14 days H.L.
" - - -	" " - - - - -	22 November, 1888	14 " "
" - - -	Neglecting work - - - - -	17 December, 1888	1 month "
" - - -	" " - - - - -	29 January, 1889	1 " "
Bermondsey - -	Refusing work - - - - -	10 April, 1890	1 " "
Lewisham - - -	" " - - - - -	10 October, 1890	14 days' "
Bermondsey - -	" " - - - - -	26 November, 1890	1 month "
Southwark - -	Refractory conduct - - - - -	10 January, 1891	7 days' "
Bermondsey - -	Neglecting work - - - - -	12 March, 1891	1 month "
" - - -	Refusing work - - - - -	18 December, 1891	1 " "
" - - -	Neglecting work - - - - -	18 February, 1892	1 " "
" - - -	Smoking - - - - -	13 April, 1894	1 day "
" - - -	Refusing work - - - - -	1 June, 1894	14 days' "
" - - -	Neglecting work - - - - -	6 January, 1898	1 month "
" - - -	" " - - - - -	23 November, 1899	1 " "
" - - -	" " - - - - -	14 June, 1900	1 " "
" - - -	Refusing work - - - - -	5 October, 1901	3 " "
" - - -	Neglecting work - - - - -	18 January, 1902	3 " "
" - - -	" " - - - - -	6 May, 1902	3 " "
" - - -	" " - - - - -	22 August, 1902	6 " "
Southwark - -	Refusing work - - - - -	12 March, 1903	9 " "
Bermondsey - -	Neglecting work - - - - -	12 December, 1903	21 days' "
" - - -	" " - - - - -	7 January, 1904	3 months "
Southwark - -	" " - - - - -	14 April, 1904	21 days' "
Bermondsey - -	" " - - - - -	5 May, 1904	12 months' "

C. E. C., age 30 (in 1895).

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Wandsworth - -	Neglecting work - - - - -	19 April, 1895	1 month H.L.
Lambeth - - -	" " - - - - -	7 November, 1895	21 days "
Chelsea - - -	Refusing " - - - - -	16 January, 1896	1 month
Lambeth - - -	" " - - - - -	5 March, 1896	1 " "
Wandsworth - -	" " - - - - -	9 April, 1896	21 days' "
Lambeth - - -	Neglecting " - - - - -	4 June, 1896	1 month "
" - - -	" " - - - - -	23 July, 1896	21 days' "
" - - -	" " - - - - -	20 August, 1896	10 " "
" - - -	" " - - - - -	17 September, 1896	14 " "
" - - -	" " - - - - -	17 October, 1896	6 weeks' "
" - - -	" " - - - - -	4 January, 1897	21 days' "
" - - -	" " - - - - -	8 February, 1897	21 " "

C. E. C., age 30 (in 1895)—*continued*.

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Lambeth - - -	Neglecting work - - - - -	8 March, 1897	10 days' H.L.
" - - -	Refusing " - - - - -	14 May, 1897	3 months' "
" - - -	Neglecting " - - - - -	13 October, 1897	6 " "
" - - -	" " - - - - -	9 May, 1900	8 " "
" - - -	" " - - - - -	12 April, 1901	21 days' "
" - - -	Refusing " - - - - -	12 June, 1901	12 months' "
" - - -	Neglecting " - - - - -	21 May, 1902	10 " "
" - - -	" " - - - - -	15 April, 1903	7 days' "
" - - -	" " - - - - -	25 May, 1903	10 days' "
" - - -	" " - - - - -	19 August, 1903	6 months' "
" - - -	" " - - - - -	19 September, 1904	21 days' "

J. R., age 25 (in 1894).

Casual Ward.	Offence.	Date of Conviction.	Sentence.
Shoreditch - -	Neglecting work - - - - -	2 August, 1894	7 days' H. L.
" - -	" " - - - - -	25 October, 1894	10 " "
Stepney - - -	Wilful damage - - - - -	1 January, 1895	2 months' "
St. George's East -	Neglecting work - - - - -	4 April, 1895	28 days' "
" " -	Destroying clothes - - - - -	16 May, 1895	6 weeks' "
" " -	" " - - - - -	8 August, 1895	3 months' "
Poplar - - -	Refusing work - - - - -	16 January, 1896	1 " "
St. George's East -	Destroying clothes - - - - -	2 March, 1896	12 " "
Lambeth - - -	Refusing work - - - - -	8 March, 1897	10 days' "
Poplar - - -	Destroying clothes - - - - -	20 March, 1897	3 months' "
St. George's East -	" " - - - - -	7 July, 1897	12 " "
Shoreditch - -	Refusing work - - - - -	16 August, 1898	12 " "
" - -	" " - - - - -	5 September, 1899	12 " "
St. George's East -	Destroying clothes - - - - -	10 August, 1900	3 " "
Shoreditch - -	Refusing work - - - - -	4 December, 1900	12 " "
Southwark - -	" " - - - - -	6 December, 1901	3 " "
St. George's East -	Refusing work and destroying clothes - -	8 April, 1902	12 " "
" " -	" " " " " " - -	21 July, 1903	12 " "
" " -	" " " " " " - -	26 July, 1904	12 " "

5. SUMMARY OF THE CONVICTIONS IN THE PRECEDING LISTS.
(Prepared by the Secretary.)

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	Age stated on first conviction.	Date of first Conviction.	Total number of Convictions.	Details of offences committed.									Details of Sentences.
				Neglecting or refusing work.	Wilful damage.	Destroying clothes.	Absconding.	Refractory conduct.	Smoking.	Wilful damage and refusing work.	Destroying clothes and refusing work.	Absconding and refusing work.	
G.J.	27	1 Feb., 1890	33	25	1	2	2	1	-	1	1	-	Up to July, 1900, sentences varied from 1 day to 1 month. Since then among other sentences there have been— One of 12 months. One of 9 " One of 6 "
W.B.	26	9 Mar., 1897	28	28	-	-	-	-	-	-	-	-	Up to Dec., 1901, sentences varied from 5 days to 3 months. Since then, among other sentences, there have been— One of 9 months. One of 6 "
H.A.	20	4 Nov., 1890	26	20	1	-	1	-	-	3	-	1	Up to Oct., 1903, sentences varied from 7 days to 2 months. Once discharged. Since then there have been— Two of 12 months,
W.P.	20	5 May, 1898	31	29	-	-	1	1	-	-	-	-	Up to Oct., 1901, sentences varied from 5 days to 3 months. Since then, among other sentences, there have been— Two of 12 months One of 6 "
W.S.	18	25 Oct., 1893	29	28	-	1	-	-	-	-	-	-	Up to June, 1897, sentences varied from 5 days to 6 weeks. Since then there have been— Four of 12 months One of 9 " One of 6 "
J.C.W.	30	8 Mar., 1888	26	24	-	-	-	1	1	-	-	-	Up to May, 1902, sentences varied from 1 day to 3 months. Since then, among other sentences, there have been— One of 12 months One of 9 " One of 6 "
C.E.C.	30	19 Apr., 1895	23	23	-	-	-	-	-	-	-	-	Up to May, 1897, sentences varied from 10 days to 3 months. Since then, among other sentences, there have been— One of 12 months One of 10 " One of 8 " Two of 6 "
J.R.	25	2 Aug., 1894	19	9	1	6	-	-	-	-	3	-	Up to Jan., 1896, sentences varied from 7 days to 3 months. Since then, among other sentences, there have been— Eight of 12 months.

Total number of convictions

- - 215.

Of these 71 came from Lambeth.

25 " " Bermondsey.

21 " " St. George in the East.

and 19 " " Chelsea.

APPENDIX XII.

1. VAGRANCY IN BERKSHIRE.

(Paper handed in by Major A. F. Poulton, Chief Constable of Berkshire.)

In my last Annual Report I called attention to this matter, and I trust, now that I have had the opportunity of another year's experience of the question, that it may not be out of place for me to report more fully upon it. As showing that there is some ground for my doing so, I would call attention to the attached return *marked A.*, giving the number of tramps admitted to the unions in this county, exclusive of the Borough of Reading, for the past year and previous seven years.

From this return it will be seen that the number of tramps generally decreased from the year 1897 to 1900, and chiefly from 1898 to 1900, which was no doubt attributable to the outbreak of the South African War in the autumn of 1899, when the reserves were called up and recruiting in all branches of the Army was more active.

In 1901 and 1902 the number of tramps again increased owing to the return of soldiers from South Africa and the termination of the war in 1902, when numbers of men were out of employment again. Further it must also be taken into consideration that many Militia regiments were during the years 1900 and 1901, embodied, and, on their disbandment in 1902, this further increased the number of unemployed. To this also must be added the general depression of trade during the last few years. All this has tended to raise the total number of tramps.

Now this county is one of the great highways for tramps from the western counties through Bath and Swindon ; from the midland counties through Oxford, via Reading ; and to London by the Maidenhead or Windsor and Staines routes.

In regard to the prosecutions, from the criminal statistics return *B.*, it will be seen that the past year, 1904, was one in which most tramps were apprehended, the total number, 427, being over 44 per cent. of the persons apprehended without warrant, viz. : 954.

For this latter reason I feel justified in calling attention to this matter, though there is fortunately, so far, no very large amount of "SERIOUS" crime committed by tramps in this county ; misconduct in workhouse and drunkenness accounting for 293 offences out of 427, or about 68 per cent. of them.

I have endeavoured during the year to ascertain what truth there is in the remark so often made by the tramp that "he prefers the prison to the workhouse," and for this reason I have visited several workhouses in the county, and by the kindness of the masters been shown the general arrangements in the casual wards for tramps.

The two chief points in regard to Casual Wards for Tramps seem to me to be :—Firstly,—The food they receive ; Secondly,—The labour task they are set.

1st. As to the Food :—

WORKHOUSE DIET.

Evening Meal or Supper.	Morning Meal or Breakfast.	Mid-day Meal or Dinner.
Bread, 8 ounces.	Bread, 8 ounces.	Cheese, 1½ ounces Bread, 8 ounces.

Now compare the Prison diet with this :—

PRISON DIET.

MEALS.	DIET A.		DIET B.	
	First 7 days.		Remainder of Term of Imprisonment up to 4 months, after this, further improved diet.	
Breakfast - - -	<i>Daily—</i>		<i>Daily—</i>	
	Bread - - -	8 ozs.	Bread - - -	8 oz.
	Gruel - - -	1 pint.	Gruel - - -	1 pint.
Dinner - - -	<i>Sunday—</i>		<i>Sunday—</i>	
	Bread - - -	8 ozs.	Bread - - -	6 oz.
	Porridge - - -	1 pint.	Potatoes - - -	8 "
			Cooked Meat (preserved by heat) - - -	4 "
	<i>Monday—</i>		<i>Monday—</i>	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Potatoes - - -	8 "	Potatoes - - -	8 "
			Beans - - -	10 "
			Fat Bacon - - -	2 "
	<i>Tuesday—</i>		<i>Tuesday—</i>	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Porridge - - -	1 pint.	Potatoes - - -	8 "
			Soup - - -	1 pint.
	<i>Wednesday—</i>		<i>Wednesday—</i>	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Suet Pudding - - -	8 "	Potatoes - - -	8 "
			Suet Pudding - - -	10 "
	<i>Thursday—</i>		<i>Thursday—</i>	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Potatoes - - -	8 "	Potatoes - - -	8 "
			Cooked Beef (without bone) - - -	4 "
	<i>Friday—</i>		<i>Friday—</i>	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Porridge - - -	1 pint.	Potatoes - - -	8 "
			Soup - - -	1 pint.
	<i>Saturday—</i>		<i>Saturday—</i>	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Suet Pudding - - -	8 "	Potatoes - - -	8 "
			Suet Pudding - - -	10 "
Supper - - -	<i>Daily—</i>		<i>Daily—</i>	
	Bread - - -	8 oz.	Bread - - -	8 oz.
	Gruel - - -	1 pint.	Porridge - - -	1 pint.

ALL PRISONERS ON DAY OF FIRST RECEPTION.

Breakfast.	Dinner.	Supper.
Bread - 8 oz. Cocoa - 1 pint.	Bread - - 12 oz. Cooked Meat (pre- served by heat) 4 oz.	Bread - 8 oz. Porridge 1 pint.

N.B.—Bread and water diet is only given for offences against Prison Discipline, and then only for 3 days at a time, the diet being 1lb bread per day, but no work is exacted when prisoners are on this diet.

2nd. As to the Labour Task :—

WORKHOUSE TASKS.

Daily Task.	Remarks.
The tasks vary, but as a rule are :— Breaking Stone—10 to 13 cwt. ; or Pounding Stone—6 to 8 gallons ; or Picking Oakum—3 to 4 lbs. ; or Pumping, Sawing Wood, or Garden, or Clearing Work, in some cases	If detained for 2 Nights. (If detained for 1 night. (For Old and Infirm Men.
The task is very much less - - -	
Ditto - - - - -	

PRISON WORK.

Daily Work	Remarks.
Oakum Picking—3 lbs. ; or making Coal Sacks— about 1 Sack a day ; or Wood Chopping—no fixed task ; or Breaking Stones—9 to 10 cwt. -	These are about the maxi- mum tasks, and prisoners are rarely expected to do this for the first day or so ; for instance, 2lbs. of Oakum picking is considered a good day's work at the commencement of Sen- tence, and for this amount of work a prisoner would receive the full amount of marks for a day's work, which is given to prisoners for good conduct.

From this comparison, I cannot help thinking that either our Workhouse treatment is too severe, or the Prison treatment is too lenient. Certain it is that many tramps go to prison in preference to the Workhouse, for in the former they know that they receive better food and do less irksome work. The Workhouse tasks in most cases appear to me to be tasks which require a man to be not only in good bodily health, but also to have a food diet which will enable him to do them.

I therefore consider that the increase in the number of Tramps sent to Prison for Misconduct at the Workhouse is accounted for in the following ways :—

- A. The knowledge that they are much better fed and cared for in the Prison than the Workhouse.
- B. The work is much lighter in the Prison than in the Workhouse.
- C. Many tramps misbehave themselves to go to prison, in order to thereby work their way to London and other big centres. For instance a tramp at Faringdon wishing to get to London

commits himself in the workhouse, is sent to Reading prison, and on discharge is 34½ miles nearer London. Further, a tramp sent to prison on Monday for seven days comes out on Saturday, thereby only getting four clear days in prison.

So far as the food is concerned, I do not think that any direct benefit would result from an improved diet, unless the scale of diet was on a uniform scale throughout the country, for tramps would only flock to those counties where the diet was best. I should doubt if the extra cost of giving a man a basin of soup or gruel on some such scale as exists in the prisons, and which is apparently regulated on the lowest diet which a man even when in prison and doing work should receive, would increase the cost very much, and there would then be some good reason for requiring a man to do a fair task of work.

There is no doubt that, at the present time, when trade is so bad and many men are out of work, the number of tramps is on the increase, especially during the winter months, when work is slack in most trades, and that of this number are many young men who it is important should not degenerate, from association with the professional tramp, to that class of life, viz. : an idle and incorrigible rogue, who never did or would work. For the latter class of men there seems to me to be nothing but a prolonged period of detention, either in prison or some other labour colony, such as I understand now prevails in Belgium, and where tramps are not treated as criminals, but as a social danger requiring treatment.

In regard to vagrancy generally the question has been considered for very many years, and in this county more particularly, and no doubt the measures adopted in former years did a good deal to reduce the number of vagrants, but what is really wanted to check this ever growing evil is uniform regulations throughout the country. It is useless for one county to try and do anything without the co-operation of other authorities. We therefore, it seems to me, want this vagrancy question made a State matter, with legislation on the following lines :—

- A. A uniform system of dealing with tramps throughout the country, both as regards food and work.
- B. Some system of identification of professional tramps who are constantly committing crime but who wander from county to county, and their identity is thus lost.

If 70,000 criminals can be identified by the fingerprint system and classified by Scotland Yard, surely some such system could be adopted in regard to tramps by which the professional tramp could be identified and kept in prison or some other similar place of detention for a longer period than he is now subjected to.

For this class of criminal a short sentence is absolutely no good. Men who have been convicted as vagrants three times, and therefore classed by law as incorrigible rogues, should be photographed and circulated in some such way as is now done with regard to notorious criminals by the illustrated circular issued periodically by the convict supervision officer, Scotland Yard.

- C. A better and more constant supervision of common lodging houses. These are the chief haunts of many professional tramps who are too idle to work.
- D. There should be some better measure to prevent children of tramps (except bona-fide out of work families moving from one place to another in search of work) being tramped about the country, uneducated, and growing up into a tramp's life.
- E. The establishment of labour bureaux for the registration of men out of employ and provision of labour for them if possible.

These would I think have some lasting benefit, but the chief remedy of all rests with the members of the public themselves. It is owing to the misplaced charity in gifts of money to tramps, by individual members of the public, that the professional tramp exists at all. Were it not for this, their number would soon decrease. This has been repeatedly brought home to the public generally

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but unfortunately with little or no avail. It cannot be too strongly impressed on them that their intended charity is no charity at all, but is only encouraging a man to a life of idleness and crime. Let them give their charity to associations whose aim and object is to investigate each case and discriminate between the real case of charity and the impostor.

In conclusion, I should like to say that I know I am dealing with a subject which has for many years been considered by those who have given a great deal of time and consideration to this important matter. It has,

however, always been considered a question inseparably connected with police work, and I have therefore thought it right to bring the subject specially to notice, especially as I understand that the Government authorities are now giving this matter careful consideration.

A. F. POULTON, Major,
Chief Constable of Berkshire.

Chief Constable's Office,
County Police Station,
Reading.

March, 1905.

COUNTY OF BERKS.

Return A.

UNION.	TOTAL NUMBER OF TRAMPS RELIEVED IN CASUAL WARDS.							
	YEAR.							
	1897	1898	1899	1900	1901	1902	1903	1904
Abingdon - - - - -	775	464	311	221	305	400	537	664
Faringdon - - - - -	2374	1461	1156	870	1223	2074	2265	3509
Maidenhead - - - - -	10424	8512	3671	3774	6874	4888	8274	9090
Hungerford - - - - -	2739	2382	1685	1532	2219	2879	3297	3721
Newbury - - - - -	4494	4188	1731	1528	3079	4238	4369	4675
Bradfield - - - - -	118	156	72	74	71	137	160	181
Wantage - - - - -	4994	4755	4709	1358	1862	2968	2393	2376
Wallingford - - - - -	4252	4472	3568	3191	3161	3769	4607	5939
Old Windsor - - - - -	5301	6286	5079	2035	2155	2463	3291	3792
Wokingham - - - - -	818	799	521	424	661	876	724	696
Easthampstead - - - - -	733	426	359	318	356	583	820	937
Total (not including Reading Union)	37,022	33,901	22,862	15,325	21,966	25,275	30,737	35,580

Return B.

Description of Offence.	TRAMPS APPREHENDED.							
	For 1897	For 1898	For 1899	For 1900	For 1901	For 1902	For 1903	For 1904
Misconduct in Workhouse - - - - -	75	77	84	74	96	164	139	186
Drunkenness - - - - -	83	62	92	77	72	95	85	107
Begging - - - - -	17	31	14	11	23	22	21	16
Sleeping out - - - - -	22	19	16	13	19	26	10	26
Simple Larceny - - - - -	33	30	42	18	17	32	35	39
Wilful Damage - - - - -	12	13	14	10	10	13	18	23
Burglary - - - - -	1	2	1	—	—	2	—	3
Housebreaking - - - - -	2	5	—	4	1	3	4	2
Found on enclosed Premises - - - - -	3	1	2	1	2	1	—	2
Receiving Stolen Property - - - - -	—	—	1	—	2	1	2	—
Obtaining Goods, &c., by False Pretences	1	2	2	1	—	1	—	—
Arson - - - - -	—	3	—	1	1	5	—	1
Manslaughter - - - - -	—	—	2	—	—	—	—	—
Rape - - - - -	—	—	1	—	—	—	—	—
Indecent Assaults - - - - -	—	2	—	—	2	—	—	—
Indecent Exposure - - - - -	—	—	2	2	—	1	—	—
Indecency - - - - -	—	—	—	1	—	—	—	—
Assaults - - - - -	4	4	10	10	9	9	5	12
Cruelty to Children - - - - -	—	1	1	1	—	4	2	2
Other Offences not included under above Heads	8	18	13	4	—	17	5	8
Total Number of Tramps apprehended -	261	270	297	228	254	396	326	427
Total Number of Persons apprehended without warrant - - - - -	577	578	591	606	642	772	727	954

2. STATISTICS OF OFFENCES BY VAGRANTS IN NORTHUMBERLAND.

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NUMBER OF PERSONS APPREHENDED AND DEALT WITH DURING THE 3 YEARS ENDED 30TH SEPTEMBER.

(Statement handed in by Captain Fullarton James, Chief Constable of Northumberland.)

Offence.	Acts and Section.	1902.	1903.	1904.
Burglary - - - - -	24 and 25 Vict., ch. 96, s. 52.	1	—	—
Housebreaking - - - - -	24 and 25 Vict., ch. 96, s. 55 and 56.	1	—	—
Robbery with Violence - - - - -	24 and 25 Vict., ch. 96, s. 43.	—	—	2
Larceny - - - - -	24 and 25 Vict., ch. 96.	9	30	12
Drunkenness - - - - -	35 and 36 Vict., ch. 94, s. 12.	102	92	133
Sleeping Out - - - - -	5 Geo. IV., ch. 83, s. 4.	83	109	86
Begging Alms - - - - -	5 Geo. IV., ch. 83, s. 3.	38	57	43
Poor Law - - - - -	- - - - -	6	22	1
Destroying Workhouse Clothes - -	34 and 35 Vict., ch. 108, s. 7 (2).	—	1	1
Destroying his own Clothes - - -	Do.	1	2	—
Misbehaviour by Paupers - - -	34 and 35 Vict., ch. 108, s. 5.	—	—	5
Refusing to perform prescribed task -	Do.	2	1	2
Absconding from Workhouse - - -	55 Geo. III., ch. 137, s. 2.	—	—	2
Assault on Workhouse Master - -	13 and 14 Vict., ch. 101, s. 9.	—	—	1
Assault (Common) - - - - -	24 and 25 Vict., ch. 100, s. 42.	1	—	—
Assault on Police - - - - -	1 and 2 Wm. IV., ch. 41, s. 11.	3	1	1
Army Act - - - - -	- - - - -	1	—	—
Pedlars' Act - - - - -	5 Geo. IV., ch. 83, s. 3.	1	—	—
Dog Stealing - - - - -	24 and 25 Vict., ch. 96, s. 18.	—	—	2
Stealing Garden Produce - - -	Do. s. 36.	—	—	1
False Pretences - - - - -	Do. s. 88.	—	1	—
Wilful Damage - - - - -	24 and 25 Vict., ch. 97, s. 24.	—	7	3
Railway Offences - - - - -	52 and 53 Vict., ch. 57, s. 5 (3) (a).	—	—	2
Indecent Exposure - - - - -	5 Geo. IV., ch. 83, s. 4.	1	—	—
Cruelty to Children - - - - -	57 and 58 Vict., ch. 41, s. 1.	—	1	—
	TOTALS - - -	250	324	297

	1902.	1903.	1904.
Convicted - - - - -	212	292	258
Discharged - - - - -	38	32	38
Insane (Asylum) - - - - -	—	—	1
TOTALS - - -	250	324	297

The greater number of the discharged were on condition they left the Town.
Punishment is usually 7 or 14 days imprisonment, hard labour, more frequently the former term.

APPENDIX XIII.

PARTICULARS AS TO CASUAL WARDS IN ENGLAND AND WALES.

1. SUMMARY OF RETURNS RECEIVED FROM BOARDS OF GUARDIANS IN OCTOBER, 1904.

<i>Character of Accommodation Provided.</i>	<i>Whether any task of work imposed.</i>
Separate cells - - - - - 434	Yes - - - - - 589
No separate cells - - - - - 204	No - - - - - 14
Associated wards - - - - - 559	For men only - - - - - 28
Both separate and associated wards - - - - - 355	Not always - - - - - 7
<i>Whether Vagrants detained for two nights.</i>	<i>Details of tasks.</i>
Yes - - - - - 116	Stone breaking - - - - - 438
No - - - - - 129	Stone pounding - - - - - 75
Men only detained - - - - - 86	Oakum picking (men) - - - - - 221
Occasionally - - - - - 168	Oakum picking (women) - - - - - 206
Not women with children - - - - - 224	Corn grinding - - - - - 17
	Wood sawing and cutting - - - - - 176
	Gardening, farmwork, digging, etc. - - - - - 199
	Pumping - - - - - 43
	Cleaning and scrubbing (men) - - - - - 78
	Cleaning and scrubbing (women) - - - - - 488
	Needlework - - - - - 58
	No task prescribed (men) - - - - - 10
	No task prescribed (women) - - - - - 67
<i>Whether vagrants bathed on admission.</i>	<i>Dietary—Breakfast and supper.</i>
Yes - - - - - 525	
No - - - - - 57	
Occasionally - - - - - 33	
Men only - - - - - 23	
<i>Whether vagrants searched on admission.</i>	<i>Men.</i>
Yes - - - - - 625	Bread only - - - - - 374
No - - - - - 13	Bread with gruel or broth - - - - - 240
	Bread and tea, coffee or milk - - - - - 24
<i>Whether Medical Certificate obtained before proceedings taken for refusal of task.</i>	<i>Women.</i>
Yes - - - - - 257	Bread only - - - - - 33
No - - - - - 53	Bread with gruel or broth - - - - - 522
In some cases only - - - - - 257	Bread with tea, coffee, etc. - - - - - 63
Verbal opinion of medical officer obtained - - - - - 28	Bread with milk - - - - - 5
Medical officer sent for if pauper wishes - - - - - 23	None given - - - - - 15
No refusals - - - - - 17	
Not stated - - - - - 3	
<i>Disposal of food found on vagrants.</i>	<i>Mid-day meal.</i>
Returned to vagrant on discharge - - - - - 362	
Retained by vagrant or eaten - - - - - 176	
Taken away from, and not returned to, vagrant - - - - - 69	
None found - - - - - 31	
	<i>Men.</i>
	Bread and cheese - - - - - 474
	Bread, cheese, soup, or broth - - - - - 115
	Other various diets - - - - - 8
	None given - - - - - 41
	<i>Women.</i>
	Bread and cheese - - - - - 437
	Bread, cheese, soup, or broth - - - - - 134
	None given - - - - - 67

Note.—The figures above refer to the number of casual wards.

ADMISSIONS TO CASUAL WARDS DURING THE YEAR ENDED 29TH SEPTEMBER, 1904.

	Total number of admissions.	Number of cases detained four nights.	Number of cases removed to Workhouse or Infirmary.
Men - - - - -	2,156,975*	19,824	7,864
Women - - - - -	248,106*	4,189	2,009
Children - - - - -	79,597*	727	590
Total - - - - -	2,484,678*	24,740	10,463

* These totals, of course, include the same vagrants many times over. To arrive at the average nightly number of casual paupers the total should be divided by something like 300. On the 1st January, 1904, the number of inmates of casual wards was 8,519.

2. ACCOMMODATION PROVIDED IN CASUAL WARDS.

(From Replies furnished by Boards of Guardians.)

County.	Number of Casual Wards.	Number of Casual Wards with				Accommodation.							
		No Separate Cells.	Separate Cells.	Associated Wards.	Both Separate and Associated Wards.	In Separate Cells.				In Associated Wards.			Total Accommodation.
						Men.	Women.	Women with Children.	Total.	Men.	Women and Children.	Total.	
Beds - - -	5	-	5	4	4	66	4	4	74	25	19	44	118
Berks - - -	12	5	7	11	6	92	13	1	106	234	94	328	434
Bucks - - -	7	1	6	4	3	66	21	4	91	50	53	103	194
Cambridge - -	9	1	8	8	7	63	5	1	69	68	37	105	174
Chester - - -	12	-	12	10	10	244	34	9	287	135	71	206	493
Cornwall - - -	13	11	2	12	1	4	5	2	11	56	36	92	103
Cumberland - -	9	6	3	9	3	48	-	-	48	167	66	233	281
Derby - - -	9	1	8	9	8	106	12	4	122	162	45	207	329
Devon - - -	20	11	9	19	8	89	8	1	98	188	62	250	348
Dorset - - -	12	5	7	12	7	41	1	-	42	87	36	123	165
Durham - - -	15	3	12	14	11	182	10	8	200	199	102	301	501
Essex - - -	16	7	9	16	9	139	17	4	160	172	85	257	417
Gloucester - -	17	4	13	15	11	167	21	8	196	148	108	256	452
Hereford - - -	8	1	7	7	6	63	4	2	69	64	56	120	189
Hertford - - -	12	4	8	12	8	68	4	-	72	124	81	205	277
Hunts - - -	3	1	2	3	2	12	6	-	18	35	9	44	62
Kent - - -	26	10	16	24	14	155	52	21	228	656	331	987	1,215
Lancashire - -	29	6	23	26	20	554	121	58	733	1,201	224	1,425	2,158
Leicester - - -	11	4	7	10	6	147	10	-	157	172	65	237	394
Lincoln - - -	16	6	10	11	5	74	15	11	100	128	43	171	271
London - - -	28	2	26	8	6	1,007	323	118	1,448	256	99	355	1,803
Middlesex - - -	6	-	6	5	5	88	13	7	108	67	52	119	227
Monmouth - - -	6	-	6	5	5	71	-	-	71	23	36	59	130
Norfolk - - -	21	12	9	19	7	77	11	1	89	188	83	271	360
Northampton -	12	3	9	12	9	96	11	2	109	122	71	193	302
Northumberland-	12	6	6	12	6	111	8	3	122	196	61	257	379
Notts - - -	8	1	7	7	6	113	23	3	139	112	41	153	292
Oxford - - -	9	7	2	9	2	44	-	-	44	175	67	242	286
Rutland - - -	2	2	-	2	-	-	-	-	-	41	11	52	52
Salop - - -	15	3	12	12	9	172	9	12	193	132	106	238	431
Somerset - - -	17	7	10	17	10	100	6	6	112	199	82	281	393
Southampton -	25	9	16	21	12	187	18	18	223	158	124	282	505
Stafford - - -	17	2	15	16	14	276	32	14	322	246	140	386	708
Suffolk - - -	14	2	12	13	11	91	5	1	97	127	61	188	285
Surrey - - -	11	2	9	11	9	123	24	10	157	274	128	402	559
Sussex - - -	20	9	11	16	7	179	25	10	214	283	119	402	616
Warwick - - -	14	6	8	13	7	129	15	13	157	329	154	483	640
Westmorland -	3	3	-	3	-	-	-	-	-	168	24	192	192
Wilts - - -	17	7	10	17	10	92	4	-	96	199	111	310	406
Worcester - - -	12	1	11	12	11	157	15	8	180	152	122	274	454
Yorks (E.R.) -	10	5	5	10	5	44	3	8	55	208	72	280	335
Yorks (N.R.) -	17	8	9	16	8	119	9	1	129	165	88	253	382
Yorks (W.R.) -	35	7	28	30	23	590	89	38	717	480	190	670	1,387
Wales (12 counties)	46	13	33	37	24	311	32	7	350	324	109	433	783
Total - -	638	204	434	559	355	6,557	1,038	418	8,013	8,695	3,774	12,469	20,482

3. SEARCHING, BATHING AND DETENTION IN CASUAL WARDS.

(From Replies furnished by Boards of Guardians.)

County.	Number of Casual Wards.	Whether vagrants are										
		Searched on admission.		Bathed on admission.				Detained for two nights.				
		Yes.	No.	Yes.	No.	Occasion- ally or if sufficient water.	Men only.	Yes.	No.	Men only.	Not Women with Children	Occasion- ally or if accom- modation permits.
Beds - - - - -	5	5	-	5	-	-	-	1	-	-	1	3
Berks - - - - -	12	12	-	10	1	-	1	5	1	-	3	6
Bucks - - - - -	7	6	1	6	-	1	-	3	1	-	2	3
Cambridge - - - - -	9	9	-	9	-	-	-	1	-	3	3	1
Chester - - - - -	12	12	-	11	-	-	1	4	2	1	7	1
Cornwall - - - - -	13	10	3	5	6	2	-	2	6	2	2	1
Cumberland - - - - -	9	7	2	9	-	-	-	-	5	1	1	3
Derby - - - - -	9	9	-	9	-	-	-	1	2	2	2	3
Devon - - - - -	20	20	-	17	2	1	-	2	3	3	6	3
Dorset - - - - -	12	12	-	6	1	2	3	3	5	3	-	1
Durham - - - - -	15	15	-	15	-	-	-	2	1	3	7	2
Essex - - - - -	16	16	-	12	1	-	3	3	1	1	9	1
Gloucester - - - - -	17	17	-	14	3	-	-	1	8	-	5	6
Hereford - - - - -	8	8	-	5	-	2	1	-	1	1	5	6
Hertford - - - - -	12	12	-	12	-	-	-	2	-	2	2	7
Hunts - - - - -	3	3	-	3	-	-	-	2	-	-	-	1
Kent - - - - -	26	25	1	14	7	4	1	6	5	4	6	8
Lancashire - - - - -	29	29	-	29	-	-	-	6	5	2	9	14
Leicester - - - - -	11	11	-	10	-	1	-	3	3	2	4	2
Lincoln - - - - -	16	16	-	13	2	-	1	1	6	4	3	2
London - - - - -	28	28	-	28	-	-	-	12	1	1	13	3
Middlesex - - - - -	6	6	-	6	-	-	-	2	2	1	-	1
Monmouth - - - - -	6	6	-	5	-	-	1	-	3	2	1	-
Norfolk - - - - -	21	21	-	15	5	-	1	4	2	5	8	5
Northampton - - - - -	12	11	1	11	-	1	-	-	-	6	6	3
Northumberland - - - - -	12	12	-	10	-	2	-	3	1	1	6	3
Notts - - - - -	8	8	-	8	-	-	-	2	2	1	2	1
Oxford - - - - -	9	9	-	7	-	-	2	5	-	1	2	1
Rutland - - - - -	2	2	-	1	1	-	-	-	-	-	2	1
Salop - - - - -	15	14	1	10	2	1	2	2	7	1	4	1
Somerset - - - - -	17	17	-	15	1	1	-	4	2	2	8	3
Southampton - - - - -	25	25	-	19	1	5	-	1	7	5	10	9
Stafford - - - - -	17	17	-	13	2	-	2	3	3	3	6	7
Suffolk - - - - -	14	14	-	11	2	-	1	1	3	4	5	2
Surrey - - - - -	11	11	-	10	-	1	-	4	-	2	5	1
Sussex - - - - -	20	20	-	15	3	2	-	4	1	-	11	5
Warwick - - - - -	14	13	1	10	3	1	-	2	2	-	7	8
Westmorland - - - - -	3	3	-	3	-	-	-	-	1	-	1	1
Wilts - - - - -	17	17	-	15	-	1	1	5	-	1	6	8
Worcester - - - - -	12	12	-	11	1	-	-	1	2	1	7	7
Yorks (E.R.) - - - - -	10	10	-	10	-	-	-	2	3	2	3	-
Yorks (N.R.) - - - - -	17	17	-	17	-	-	-	4	4	1	8	4
Yorks (W.R.) - - - - -	35	35	-	33	-	2	-	5	9	4	18	6
Wales (12 counties) - - -	46	43	3	28	13	3	2	2	19	8	8	14
Total - - - - -	638	625(a)	13	525	57	33	23	116(b)	129	86(c)	224(d)	168(e)

Note.—The figures refer to the number of casual wards.

(a) Including three wards where men only are searched.

(b) In one ward the detention is only in the case of vagrants under 60 years of age, and in one men who have promise of or appear in search of work are not detained.

(c) In four wards vagrants are detained "occasionally," in one habitually only, in one only single men, in one not old men and men having work to go to, in one not aged and decrepit men, in two not men in search of work, and in one not those with wives and families.

(d) In four wards the detention is at the master's discretion, in nine "not always," in one habitually only, in one if with baby in arms, and in one in bad weather.

(e) In one ward married couples are not detained, in two wards able-bodied men only, in one only able-bodied men and husband and wife, in two wards women not often, in four the detention is subject to rules of the way-ticket system, in one subject to master's discretion, in five not during hop-picking, &c., in four not in the case of men if they have work in district or appear in search of it, in two not those admitted on Saturday, in one only half the men, and in six only over Sunday.

4. TASKS OF WORK IN CASUAL WARDS.

Appendix
XIII.

(From Replies furnished by Boards of Guardians.)

County.	Number of Casual Wards.	Whether any Task is required.				Number of Wards with the following tasks.										
		Yes.	No.	Not always.	For men only.	Stone breaking.	Stone pounding.	Oakum Picking.		Wood cutting or sawing.	Gardening, Digging, Farmwork, &c.	Pumping.	Cleaning, Scrubbing or Washing.		Needlework.	Corn grinding.
								Men.	Women.				Men.	Women.		
Beds - - - - -	5	5	-	-	-	4	2	2	3	1	2	-	2	4	1	-
Berks - - - - -	12	12	-	-	-	5	4	9	1	2	3	1	1	10	-	-
Bucks - - - - -	7	7	-	-	-	3	3	3	3	2	3	2	3	7	2	-
Cambridge - - - - -	9	9	-	-	-	8	-	3	4	2	2	1	-	6	-	-
Chester - - - - -	12	11	-	-	1	8	1	3	5	5	2	-	2	8	-	-
Cornwall - - - - -	13	13	-	-	-	8	1	1	2	5	6	-	2	11	-	-
Cumberland - - - - -	9	9	-	-	-	9	-	-	-	2	4	1	1	9	-	-
Derby - - - - -	9	8	-	1	-	6	-	3	1	5	4	-	1	7	2	-
Devon - - - - -	20	18	1	-	1	16	6	2	2	4	7	1	4	18	1	-
Dorset - - - - -	12	11	-	-	1	5	1	3	1	3	4	3	5	9	1	-
Durham - - - - -	15	14	1	-	-	10	-	4	1	7	7	-	1	14	1	-
Essex - - - - -	16	16	-	-	-	11	-	11	12	1	3	4	-	11	1	-
Gloucester - - - - -	17	16	1	-	-	16	-	3	6	5	3	1	-	11	1	-
Hereford - - - - -	8	8	-	-	-	8	-	1	2	-	1	-	-	7	-	-
Hertford - - - - -	12	10	1	-	1	2	1	8	5	3	2	2	1	5	1	-
Hunts - - - - -	3	3	-	-	-	2	-	2	3	2	2	-	-	1	1	-
Kent - - - - -	26	24	-	2	-	15	13	8	10	3	12	2	2	20	2	-
Lancashire - - - - -	29	27	1	1	-	19	1	7	7	12	7	-	8	26	4	6
Leicester - - - - -	11	10	1	-	-	6	-	1	2	4	2	1	2	9	-	-
Lincoln - - - - -	16	15	-	-	1	8	-	6	2	9	5	-	1	11	-	-
London - - - - -	28	27	1	-	-	21	1	26	24	2	4	-	11	17	14	1
Middlesex - - - - -	6	5	-	-	1	5	1	2	3	3	5	-	-	5	-	-
Monmouth - - - - -	6	6	-	-	-	5	-	3	3	3	2	-	1	5	-	-
Norfolk - - - - -	21	20	1	-	-	10	-	13	13	1	2	2	-	10	1	-
Northampton - - - - -	12	10	-	-	2	9	-	5	5	3	4	-	1	10	3	-
Northumberland - - - - -	12	12	-	-	-	11	-	1	2	4	1	-	-	10	1	-
Notts - - - - -	8	8	-	-	-	8	-	1	1	3	1	-	2	8	-	-
Oxford - - - - -	9	9	-	-	-	5	4	5	7	2	4	1	-	3	-	-
Rutland - - - - -	2	2	-	-	-	1	1	2	1	1	1	-	1	2	-	-
Salop - - - - -	15	14	-	1	-	15	-	4	3	4	4	2	5	14	1	-
Somerset - - - - -	17	16	-	-	1	15	3	-	2	-	4	-	-	15	-	-
Southampton - - - - -	25	21	2	-	2	7	10	4	5	5	12	3	4	20	4	-
Stafford - - - - -	17	14	1	-	2	13	-	7	7	8	5	2	2	13	3	-
Suffolk - - - - -	14	12	-	-	2	8	-	7	2	4	6	2	1	8	2	1
Surrey - - - - -	11	10	-	-	1	7	3	10	8	6	5	1	1	6	2	1
Sussex - - - - -	20	17	-	-	3	5	15	8	9	2	9	3	4	19	2	-
Warwick - - - - -	14	11	-	1	2	12	-	7	7	4	7	-	1	11	-	2
Westmorland - - - - -	3	2	1	-	-	3	-	1	1	-	2	-	-	3	1	1
Wilts - - - - -	17	15	-	-	2	11	1	9	6	5	7	4	2	14	2	1
Worcester - - - - -	12	11	-	-	1	12	-	1	4	8	6	-	-	12	1	-
Yorks (E.R.) - - - - -	10	9	-	-	1	9	1	-	1	3	1	1	1	7	-	-
Yorks (N.R.) - - - - -	17	13	1	-	3	14	-	2	3	6	3	1	-	13	1	-
Yorks (W.R.) - - - - -	35	34	-	1	-	24	-	15	7	13	5	-	3	30	1	3
Wales (12 counties) - - - - -	46	45	1	-	-	39	2	8	4	9	18	2	2	29	1	1
Total - - - - -	638	589	14	7	28	438	75	(a) 221	(b) 206	176	(c) 199	43	78	488	58	17

Note.—The figures refer to the number of casual wards.

(a) In one ward the task is coir-picking.

(b) In one ward the task is teasing cocoa-fibre, in one flock-picking, in three picking bed-fibre, in one re-picking beds, and in one coir-picking.

(c) In one ward the task is carrying coal.

5. DIETARY IN CASUAL WARDS.

(From Replies furnished by Boards of Guardians.)

County.	Number of Casual Wards.	Breakfast and Supper.							Mid-day Meal.					
		Men.			*Women.				Men.			Women.		
		Bread with Tea, Coffee, or Milk.	Bread only.	Bread with Gruel or Broth.	Bread with Milk.	Bread only.	Bread with Gruel or Broth.	Bread with Tea or Coffee, &c.	Bread and Cheese only.	Bread, Cheese, Soup, or Broth.	None given.	Bread and Cheese only.	Bread, Cheese, Soup or Broth.	None given.
Beds - -	5	-	4	1	-	-	5	-	5	-	-	5	-	-
Berks - -	12	-	12	-	-	2	8	2	12	-	-	11	1	-
Bucks - -	7	1	4	2	-	-	5	2	4	3	-	3	4	-
Cambridge - -	9	-	6	3	-	-	6	3	9	-	-	7	-	2
Chester - -	12	1	3	8	-	-	10	2	9	2	1	9	2	1
Cornwall - -	13	3	1	9	1	1	9	2	4	6	3	4	6	3
Cumberland - -	9	-	2	7	-	-	8	1	6	2	-	5	4	-
Derby - -	9	1	6	2	-	1	8	-	7	1	1	6	1	2
Devon - -	20	3	3	14	-	1	16	3	6	10	4	5	11	4
Dorset - -	12	-	11	1	1	3	6	2	9	2	1	8	2	2
Durham - -	15	-	6	9	-	1	13	1	10	5	-	10	5	-
Essex - -	16	-	13	3	-	1	13	2	15	1	-	15	1	-
Gloucester - -	17	1	11	5	-	1	14	2	10	5	2	9	5	3
Hereford - -	8	-	8	-	-	1	6	1	3	5	-	3	5	-
Hertford - -	12	1	10	1	-	-	11	1	10	1	-	11	1	-
Hunts - -	3	-	3	-	-	1	2	-	3	-	-	3	-	-
Kent - -	26	2	16	8	-	3	16	7	18	5	2	17	6	3
Lancashire - -	29	3	11	15	1	1	25	2	24	3	-	25	4	-
Leicester - -	11	-	9	2	-	-	10	1	9	-	1	10	-	1
Lincoln - -	16	-	4	12	-	2	13	1	10	4	1	10	5	1
London - -	28	-	-	28	-	-	28	-	26	2	-	26	2	-
Middlesex - -	6	-	3	3	-	-	5	1	5	1	-	5	1	-
Monmouth - -	6	-	3	3	-	-	3	2	2	2	2	1	2	3
Norfolk - -	21	-	18	3	-	2	19	-	20	-	1	18	-	3
Northampton - -	12	-	8	4	-	1	10	1	9	3	-	8	4	-
Northumberland - -	12	1	3	8	1	-	9	1	6	6	-	4	7	1
Notts - -	8	-	4	4	-	-	8	-	7	-	1	6	-	2
Oxford - -	9	-	9	-	-	-	9	-	9	-	-	9	-	-
Rutland - -	2	-	2	-	-	-	1	1	2	-	-	1	1	-
Salop - -	15	-	11	4	-	-	13	2	10	2	2	10	3	2
Somerset - -	17	-	11	6	-	4	12	1	17	-	-	17	-	-
Southampton - -	25	3	18	4	-	2	16	7	21	2	2	18	4	3
Stafford - -	17	-	14	3	-	-	17	-	15	-	2	13	1	3
Suffolk - -	14	-	14	-	-	-	12	2	11	2	1	9	3	2
Surrey - -	11	-	10	1	-	-	11	-	10	1	-	10	1	-
Sussex - -	20	-	18	2	-	2	15	3	20	-	-	18	2	-
Warwick - -	14	-	9	5	-	-	14	-	11	3	-	11	3	-
Westmorland - -	3	-	-	3	-	-	3	-	2	1	-	1	2	-
Wilts - -	17	1	12	4	1	-	14	2	15	2	-	15	2	-
Worcester - -	12	-	7	5	-	-	12	-	9	3	-	9	3	-
Yorks (E.R.) - -	10	1	6	3	-	1	8	1	9	1	-	9	1	-
Yorks (N.R.) - -	17	-	13	4	-	1	16	-	10	5	2	9	5	3
Yorks (W.R.) - -	35	1	23	11	-	-	32	3	27	7	1	25	8	2
Wales (12 counties) - -	46	1	15	30	-	1	31	1	18	17	11	9	16	21
Total - -	638	24	374	240(a)	5	33	522(b)	63(c)	474	115(d)	41	437	134(e)	67

Note.—The figures refer to the number of casual wards.

(a) In two wards bread and cheese is given, in one soup, and in one butter with bread.

(b) In three wards soup, and in two cheese is given with bread.

(c) In one ward treacle is given, in two dripping, and in three butter, in addition.

(d) In six wards the ordinary workhouse diet is given, in one bread only, in one bread gruel and buttermilk, in one gruel or milk porridge, and in one bread cheese and suet pudding, and in eight wards various other diets.

(e) In eight wards the ordinary workhouse diet is given, in two coffee, in one bread cheese and buttermilk, in one bread and buttermilk, and in one bread cheese and suet pudding.

* In addition to the wards enumerated no breakfast or supper appears to be given in one ward in Monmouth, one in Northumberland, and thirteen in Wales.

APPENDIX XIV.

Appendix
XIV.

VAGRANCY IN IRELAND.

(Memorandum prepared by the Local Government Board for Ireland.)

The number of "casuals," "tramps," or "night lodgers," as they are variously called, relieved in Irish workhouses during each week of the period from 2nd April, 1904, to 1st April, 1905, inclusive, varied from 3,718 (in the week ended 11th June, 1904) to 6,235 (in that ended 25th March following), the weekly average being 4,788. The daily average was about 745, which represents seventeen in every 100,000 of the population. The number of males was usually from four to five times that of the females.

There are no special enactments dealing with this class of poor in Irish workhouses corresponding to "The Pauper Inmates Discharge and Regulation (England) Act, 1871" or "The Casual Poor (England) Act, 1882," which regulate and control the discharge of paupers from workhouses and wards provided for the casual poor.

The destitute wayfarer who seeks the shelter of a workhouse in Ireland is exactly in the same position as any other person applying for relief, even when his application for admission to the workhouse is avowedly for one night only. These admissions usually take place on an order from a relieving officer, but in the absence of such an order the responsibility of admitting or refusing to admit is cast on the master of the workhouse. The fact of an applicant being able-bodied, or being known to be an offender under the Vagrancy Act would not necessarily involve a refusal of relief, the qualification for which is destitution. The relieving officer (or the master, as the case may be) is required to determine on his own responsibility, whether the case is one of "sudden and urgent" necessity, in which case he is bound to give an order for provisional admission to the workhouse, and to bring the case before the board of guardians at their next meeting, but he has no authority to give an order for admission for "one night only" or for any limited time. If he deems the case not to be one of sudden and urgent necessity, he has no authority to give an order for admission at all, but is nevertheless bound to bring the application before the guardians at their next meeting.

The relieving officer and the master are held responsible for the due exercise of their discretion, so as on the one hand to avoid incurring the risk of severe suffering to any destitute applicant in consequence of a refusal of admission, and on the other, to decline admission in cases which are clearly not of the class which the law has empowered them to relieve without previous reference to the board of guardians.

The workhouse regulations require that every case of admission, without exception, shall be entered in the books, that all persons admitted shall be subject to the provisions of the rules regarding searching, cleansing of clothing, discipline and diet, and that they shall be kept at work according to their ability. Any pauper refusing to perform the task of work allotted to him, or otherwise infringing the workhouse regulations can be prosecuted or otherwise punished as provided in the rules.

These rules are, we regret to say, very often not adhered to. The regulation regarding the giving of baths is evaded in every possible way, on the plea of ill-health, etc., and the porters appointed in many workhouses are often physically unfit to adopt stringent measures with this troublesome class of inmate. The male tramps are generally required to perform a certain task of work, such as stone breaking, before leaving. The female tramps are sometimes required to pick oakum, but generally it has been found impossible to put them to any kind of work beyond cleaning up their ward.

The tramps are admitted to the different workhouses usually late in the evening, and they get a supper consisting generally of six or eight ounces of bread and a pint of milk. They are searched in a more or less perfunctory manner, and are then locked up for the night

in the probationary ward. In the morning they receive a breakfast somewhat similar to the supper of the night before. They must give 3 hours' notice before quitting the workhouse.

The amount of work these tramps are called upon to perform depends entirely on the energy and strictness of the master. One of our inspectors reports—

"In about one-third of my workhouses the male tramps have to break about three cwt. of road material, and in the remainder they either do no work at all, or else they are put to carry out and empty receptacles in the closets, or to pump water for a couple of hours. My experience is that the workhouses they dislike the most are those where a fixed task, which takes from two to three hours to perform, is given to them."

The tramps rarely remain more than a night in the same workhouse, and the same tramp seldom repeats a visit to a workhouse where stringent and stern measures are taken to enforce the performance of a regular task.

There are many different types of vagrants, and these in turn vary in different parts of the country.

In the western districts of Ireland, comprising the counties of Galway, Longford, Westmeath, King's County, and portions of Cavan, Roscommon and Clare, the vagrants may be divided into two classes:—

(1). *Beggars, i.e.* persons who confine their operations to a limited area, frequenting markets and fairs in the vicinity of their place of residence, say within an area of ten or twelve Irish miles, lodging for a night by the fireside of charitably disposed peasants, and in their wanderings, sometimes, especially in summer, sleeping out under hedges and haystacks. These are very often simply unoffending poor persons who have lost their homes and frequent the country and small towns where they were originally known when in better circumstances. This class, although often wearisome by their importunities for alms, are, as a rule, not unpopular with the country people whose charity they seek. Indeed, to some extent the well-known charity of the Irish peasant is calculated to perpetuate begging. These beggars, although coming within the provisions of section 3 of the Vagrancy (Ireland) Act, 10 & 11 Vic. ch. 84, are seldom interfered with by the police or by any other person, and they are allowed to carry on their occupation—for occupation it undoubtedly is—without any effort being made to check them.

(2). *The professional tramp.*—The professional tramp has very often been reared a tramp, and remains a vagrant all his life. He is often young and able-bodied, but in many instances unfit, and in all cases unwilling, to work, having from his infancy done nothing but tramp from town to town. He frequents fairs, markets, race-meetings, and other places of amusement, begging or singing ballads, and thieving and intimidating when he gets the chance. This class is just as much disliked by the country people as the genuine beggar is tolerated. In the extreme western portion of the country this class of vagrant is practically unknown, owing chiefly to the long distances which have to be traversed from town to town and from workhouse to workhouse, but in the eastern and midland counties the professional tramp abounds. In many places these tramps levy a kind of blackmail, people being only too glad to get rid of them for a trifle either in food or money.

When these tramps are prosecuted by guardians, great trouble is experienced in obtaining convictions, owing to the difficulty of proving that they had left their own union "for the purpose of obtaining relief," as is necessary to secure a conviction under section 3 of the Vagrant Act, 1847, and these persons almost invariably put forward the plea that they are looking for work. This

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—

difficulty in obtaining convictions, together with the leniency towards the genuine beggar before referred to, accounts for the comparatively small number of prosecutions of workhouse casuals in Ireland under the Vagrancy Act.

No person can look around a town in which a workhouse is situated without being struck by the fact that the evil of professional vagrancy has an undesirably large existence. Anyone approaching a town about noon will invariably meet some six or eight of the class, whom he cannot mistake, quitting the town. If leaving a town in the evening, the traveller will meet the tramps arriving, especially on the eve of a fair day, when the number of night lodgers is generally doubled. When a race meeting is to be held, or a militia regiment is being mobilised, the casual wards of the workhouses are filled to overflowing; the same thing occurs when the regiment is being disbanded.

The guardians can hardly be blamed for their failure to prosecute tramps who frequent their workhouses. In addition to the difficulty of securing convictions, already alluded to, it is quite impossible for any one union, however willing, to deal effectively with a question which only collective action can remedy, as stringent measures in any one union only diverts the stream of deserving and undeserving poor into another channel.

There is a very general feeling throughout the country that the present laws dealing with vagrants are unsatisfactory, and that effective means should be provided to deal with this class, and that there is a necessity for institutions where suitable work would be provided, and these persons detained for a sufficient time to convince them that tramping from union to union means detention and hard work. It is believed that the majority of these persons tramp the country on a pre-arranged and systematic plan, so as to enable them to attend certain race meetings, fairs and markets. If, however, this type of tramp were aware that he was likely to lose his liberty for a considerable time, and made to work and placed on plain fare, it would undoubtedly be a great deterrent to this idle, thriftless, and to some extent criminal life.

We annex copies of Circular Letters addressed to boards of guardians from time to time regarding tramps in workhouses. We also append a summary of the law of vagrancy in force in this country, together with some figures extracted from the published reports of judicial and criminal statistics, showing the number of persons apprehended by the police, and subsequently summarily convicted for vagrancy for the past five years.

Local Government Board, Ireland,
17th January, 1906.

SUMMARY OF THE LAW IN FORCE IN IRELAND REGARDING VAGRANCY.

MISBEHAVIOUR OF PAUPERS, &c.

Under sec. 58 of the Poor Relief Act, 1838, every person who refuses to be lodged and maintained in the workhouse of any union, or absconds out of such workhouse while his wife or any child whom he may be liable to maintain shall be relieved therein, and every person maintained in a workhouse who refuses to be set to work or is guilty of drunkenness, insubordination to the officers of the union, or disobedience to the rules, is liable, on conviction before any justice of the peace at petty sessions in open court, to be committed to the common gaol or house of correction, there to be kept at hard labour for any time not exceeding one calendar month.

The third section of the Vagrancy (Ireland) Act, 10 & 11 Vic. ch. 84, renders a person liable to a month's imprisonment with hard labour for any of the following offences :—

- 1. Wandering abroad and begging.
- 2. Placing himself in any public place to beg and gather alms.
- 3. Causing or procuring or encouraging any child or children to do so.
- 4. Going from the union in which he has been resident to some other union for the purpose of obtaining relief.

The fourth section empowers "any person whatsoever" to apprehend any person whom he shall find offending against the Act, and to convey the offender before any justice of the peace to be dealt with as provided by the Act, or to deliver him to any constable or other peace officer of the county or place wherein he shall be apprehended, to be taken as aforesaid. The section further provides that it shall be the duty of every constable or peace officer to take into his custody every offender so delivered to him, and to take and convey such offender before a justice of the peace as soon as may be reasonably practicable, to be dealt with as is directed by the Act.

The fifth section empowers any justice of the peace to issue his warrant for the apprehension of any offender against the provisions of the Act.

No proceeding by or before any justice of the peace, under the provisions of this Act, can be quashed for want of form, or be removable into any of the superior courts by writ of certiorari (sec. 6).

Any justice or justices of the peace may hear and determine cases of vagrancy out of petty sessions (sec. 8 of 14 & 15 Vic. c. 93)

Sec. 15 of the Prevention of Crimes Act, 1871, 34 & 35 Vic., ch. 112, amends and extends to Ireland sec. 4 of the Vagrancy Act, 1824, under which justices of the peace are enabled to commit to prison for a period not exceeding three months with hard labour any persons convicted of the offences set forth in that section.

The following figures extracted from the reports of judicial and criminal statistics show the number of persons apprehended by the police, and subsequently convicted, under summary jurisdiction, for vagrancy, for each year from 1900 to 1904—the latest return available:—

Offences.		1900.	1901.	1902.	1903.	1904.
Vagrancy Acts—Offences against.	Begging - - - - -	701	749	761	817	817
	Sleeping out - - - - -	508	497	449	397	568
	Gaming, etc. - - - - -	12	8	11	12	6
	Possessing picklocks and other implements	1	1	1	—	1
	Found in enclosed premises - - -	70	65	59	89	95
	Frequenting - - - - -	49	27	47	58	39
	Other offences - - - - -	269	346	247	309	354
Total for each year - - - -		1,610	1,693	1,575	1,682	1,880

Note.—Persons convicted on *summons* are excluded from above figures.

CIRCULARS.

1.

Poor Law Commission Office, Dublin,
30th May, 1853.

SIR,—Several cases have been recently brought under the notice of the Commissioners for administering the laws for relief of the poor in Ireland, in which it appeared that paupers who had been discharged from the workhouse, and who were desirous of proceeding to distant parts of the country, had been furnished with documents signed by the master, or some other officer of the workhouse, certifying the fact of the pauper's discharge from the workhouse, his desire to proceed to some distant union, and his inability to maintain himself on the road, and recommending the masters of the several workhouses at which he might apply on the journey to afford him food and shelter for the night.

This practice is open to very serious objections, not only on account of its tendency to encourage mendicancy but also as promoting a direct breach of the third section of the Vagrant Act (10 and 11 Vic., c. 84), which renders the going from one union to another for the purpose of obtaining relief, a punishable offence.

In the Commissioners' circular letter of the 3rd February, 1851, they communicated to the board of guardians the opinion of the then Attorney-General, that an indictment would lie against a board of guardians for causing paupers to be removed from their union to another, thereby burdening the latter with the cost of their support, and although the cases now referred to are somewhat different from those on which this opinion was given, the Commissioners think it probable that parties who are proved to have been guilty of promoting the commission of an offence under the Vagrant Law in the way described might be held to be liable to punishment; and the Commissioners will deem it their duty to take very serious notice of the conduct of any union officer who may hereafter be proved to have given documents of the nature above mentioned to paupers on their discharge.

The Commissioners request that the contents of this circular may be made known to all the officers of the union.

By Order of the Commissioners,
W. STANLEY.
Secretary.

To the Clerk of each Union.

2.

Poor Law Commission Office, Dublin,
6th August, 1857.

SIR,—The Commissioners for administering the laws for relief of the poor in Ireland have had their attention drawn to the circumstance, that a practice prevails in many unions of admitting a class of persons to the workhouse who are termed "Night Lodgers," the admission being avowedly for one night only. The mode in which such admissions take place, and the manner in which the persons so admitted are treated, vary in different unions; but, in almost all cases where the practice prevails, the provisions of the workhouse regulations are, more or less, departed from. In some few instances the persons so admitted are not even entered on the workhouse books, and no relief whatever is afforded beyond lodging for the night; while in others, although they are registered and receive diet, they are not subjected to the ordinary discipline of the workhouse, not being searched on admission, and being allowed to remain in the probationary ward or bath room without being cleansed or clothed in the workhouse dress, and being allowed to leave the workhouse in the morning without giving any previous notice as required by Article 24 of the workhouse regulations.

The practice is open to many serious objections:—In the first place, it has a direct and obvious tendency to encourage vagrancy, inasmuch as in a district where it prevails, persons who may adopt a wandering and vagrant mode of life, depending for support upon casual charity, can always calculate with certainty upon obtaining an asylum for the night after the day has been occupied in begging about the country. This objection is equally applicable whether the relief afforded consists of lodging only, or of food as well as lodging, inasmuch as it is the

facility of obtaining lodging by night that encourages begging by day, and enables persons to travel from one part of the country to another without legitimate means of support, the workhouse of each union through which they pass being used as a station.

In those cases in which no relief beyond the night's lodging is afforded a further and very serious objection consists in the responsibility incurred in regard to the sufficiency of the relief, inasmuch as every person admitted to the workhouse must be presumed to be destitute and wholly dependent for the necessities of life on the care of the officers in charge. If, under such circumstances, any casualty should occur, through the want of food, fuel, or clothing, to any person admitted to the workhouse, the workhouse officers would be held responsible for not having provided "due relief" as required by the Act of Parliament, there being no legal authority for limiting relief in the workhouse to lodging only.

It is to be observed further that the relieving officers, upon whose authority such admissions usually take place, have no authority whatever to limit the duration of the relief. If, on application, the case appears to be one of the description referred to in the seventh section of the 10th Vic., c. 31, that is, a case of sudden and urgent necessity; and if the case appears to be a fitting one for admission to the workhouse, the relieving officer is bound to give an order for provisional admission, and to bring the case before the board of guardians at their next meeting, but he has no authority to give an order of admission for one night only, or for any limited time; and, if the case is not one of sudden and urgent necessity, he has no authority to give an order of admission at all until he obtains the decision of the board of guardians on the case, which he should bring before them for that purpose at their next meeting after the application. It is manifest that, if this course of proceeding is not adhered to in these cases, the question of the destitution of the applicants, and the propriety of relieving them, is left entirely to the relieving officer, without any control whatever on the part of the board of guardians.

The Commissioners are aware that in the class of cases in which application for admission for a night is generally made, there may often be difficulty in determining whether the case is or is not one of sudden and urgent necessity; but this is a question which must, necessarily, be left to the discretion of the relieving officer, or of the master of the workhouse, should the application be made to him; and those officers must, of course, be held responsible for the due exercise of that discretion, so as, on the one hand, to avoid incurring the risk of severe suffering to any destitute applicant in consequence of a refusal of admission; and on the other, to decline admission in cases which are clearly not of that class which the law has empowered them to relieve without previous reference to the board of guardians.

The Commissioners do not doubt that the officers charged with the exercise of this discretion will be materially aided in the discharge of their duty in this respect if the provisions of the workhouse regulations are strictly enforced, in reference to cases of casual relief, as well as others, as it appears probable that vagrants who are not really destitute will be deterred from applying for admission when it becomes known that all parties, when admitted, will be searched, washed, and clothed in the workhouse dress, and that they will not be allowed to take their discharge without giving three hours' previous notice; and, if able-bodied, without performing a task of work.

Several instances have been brought under the notice of the Commissioners in which the number of applicants of this class was formerly very large, but was reduced to a comparatively small number, on a strict application of the workhouse regulations to all cases; and although complaints have been made, in some cases, that the number of night-lodgers is on the increase, that complaint does not, so far as the Commissioners have been able to ascertain, arise in any union in which the regulations of the workhouse are duly enforced.

The Commissioners recommend, therefore, that the relieving officers and master of the workhouse should be made distinctly aware of the limits of their powers and duties, as above set forth, in regard to admissions to the workhouse; and that every case of admission to the workhouse, without exception, should be entered on the workhouse books; that all persons admitted be subjected to the provisions of the workhouse rules regarding

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searching, cleansing, and clothing—and, also, as to discipline and diet—and, especially, that no person of the class under consideration be permitted to leave the workhouse without giving three hours' previous notice, as required by Article 24 of the workhouse rules.

By Order of the Commissioners,

B. BANKS,
Chief Clerk.

3.

Poor Law Commission Office, Dublin,
28th November, 1868.

Vagrancy.

SIR,—The Commissioners for administering the laws for relief of the poor in Ireland have had their attention drawn to the increase of professional vagrancy, and to the inconvenience caused by it, in many unions, where persons of the vagrant class are in the habit of seeking an asylum in the workhouse at night, taking their discharge on the following morning.

The Commissioners, in their circular letter of the 6th August, 1857, which is published in their Eleventh Annual Report, recommended a strict enforcement of the workhouse rules in regard to persons applying for admission to the workhouse avowedly for a night's lodging only, with the view of deterring vagrants who are not really destitute from making such applications; and the Commissioners have reason to believe that the adoption of this course, where constantly and uniformly carried out, has been effective to some extent in checking the abuse complained of.

They think, however, that the evil may be still further and more effectually dealt with by giving effect, in all cases where the circumstances appear to justify it, to the Vagrant Act (10 and 11 Vic., c. 84), and they think it desirable therefore to bring specially under the consideration of boards of guardians the following provisions of that Act.

The 3rd section renders a person liable to a month's imprisonment, with hard labour, for any of the following offences:—

1. Wandering abroad and begging.
2. Placing himself in any public place to beg and gather alms.
3. Causing, or procuring, or encouraging any child or children to do so.
4. *Going from the union in which he had been resident to some other union for the purpose of obtaining relief.*

The 4th section empowers "any person whatsoever" to apprehend any person whom he shall find offending against the Act, and to convey the offender before "any justice of the peace," to be dealt with as provided by the Act, or to deliver him to any constable or other peace officer of the county or place wherein he shall be apprehended, to be so taken as aforesaid. And the section further provides that "*it shall be the duty of every constable or peace officer to take into his custody every offender so delivered to him, and to take and convey such offender before a justice of the peace as soon as may be reasonably practicable, to be dealt with as is directed by this Act.*"

The 5th section empowers any justice of the peace to issue his warrant for the apprehension of any offender against the provisions of the Act.

The Commissioners recommend the provisions of the Act to be enforced in all cases in which the facts seem sufficient to obtain a conviction.

In reference to the fourth of the offences above mentioned, the Commissioners are informed that in some localities convictions have taken place of persons going without means of subsistence from one union to another, on the presumption that in doing so they go from the one union into the other union for the purpose of obtaining relief in the latter.

It is well to observe that the enforcement of the provisions of the Vagrant Act does not necessarily involve a refusal of relief. On the contrary, the application for, and obtaining of, relief will be material elements in the case of a prosecution for the fourth offence above specified.

If, therefore, a night lodger be known to have offended against the Act, and the offence can be proved, the master of the workhouse or the relieving officer can, on

his taking his discharge from the workhouse, apprehend and take him before a justice, or deliver him over to the police, as provided in section 4, if the guardians shall see fit to give directions to that effect.

By Order of the Commissioners,

B. BANKS,
Chief Clerk.

To the Clerk of each Union.

4.

Poor Law Commission Office, Dublin,
19th February, 1869.

Returns of Workhouse Inmates.

SIR,—The Commissioners for administering the laws for relief of the poor in Ireland have had their attention drawn to the fact that in many unions the relative proportions of the number of able-bodied males and females relieved in the workhouse, as shown in the half-yearly abstract, Form 4a, differs very largely from the relative proportions of the same classes as shown by the weekly relief returns; the number of males being greatly in excess of the number of females in the half-yearly abstracts, while the reverse is the case in the weekly returns.

The Commissioners have sought for an explanation of this circumstance from the Clerks of several of the unions in which the discrepancy is the greatest, and they find that in every case it is attributed to the fact that much greater numbers of males than females are admitted as night lodgers, and that six-sevenths of that class who are admitted during the week do not remain in the workhouse until Saturday, the day for which the return is made up, and consequently do not appear in that return, although they are necessarily included in the half-yearly abstract, which shows the number of persons relieved during the half-year.

The Commissioners think it desirable, under these circumstances, that the number of persons who are admitted as night lodgers during the week should be shown, and they request therefore that in the column for observations in the form for the number of persons in the workhouse, which is placed at the head of the Minutes, the number of night lodgers relieved during the week, and the number who remain in the workhouse at the time the return is made up, may be stated, giving the number of each sex, and distinguishing children under fifteen years of age.

A similar statement should also be included in the weekly relief return, for which provision will be made in future prints of the form.

By Order of the Commissioners,

B. BANKS,
Chief Clerk.

To the Clerk of each Union.

5.

Poor Law Commission Office, Dublin,
5th November, 1869.

SIR,—Adverting to their circular letter of the 28th November, 1868, relating to the prosecution of vagrants, which was published at page 46 of their last Annual Report, the Commissioners for administering the laws for relief of the poor in Ireland have had it brought under their notice, by command of His Excellency the Lord Lieutenant, that since the issue of that circular some improper convictions have taken place under the provisions of the Vagrant Act, 10 & 11 Vic., cap. 84, sec. 3.

The offence especially alluded to in that circular was defined therein in the terms of the Act of Parliament, and printed in italics, as follows:—

"Going from the union in which he had been resident to some other union for the purpose of obtaining relief."

It is alleged that the guardians have in some cases, caused persons who had received a night's lodging in the workhouse to be prosecuted on the sole ground that they were strangers in the union and had applied for and obtained relief.

That such facts do not by themselves constitute the offence in question is very clear. It should be shown to the satisfaction of the magistrates that the person complained of has come from some other union in which he had been resident, and that he left that other union

for the purpose of obtaining relief in the union in which he is prosecuted.

Generally the commission of this offence will be found peculiar to professional tramps and vagrants, whose intention to obtain relief in particular unions will be presumed not only from their coming there and applying for relief and obtaining it, but from other circumstances known regarding them personally, and regarding the places which they have come from and the places which they are going to.

The guardians ought to distinguish, and require their officers to distinguish, between this class of cases and those cases in which the applicant for relief has been overtaken by misfortune or want while passing through the country on lawful business, having had no intention when quitting the union in which he was previously resident of applying for relief in the union in which he subsequently was overtaken by misfortune and received relief.

The Commissioners request that in future prosecutions under the Vagrant Act this distinction will be carefully attended to by the guardians and their officers.

By Order of the Commissioners,

B. BANKS,
Chief Clerk.

To the Clerk of each Union.

6.

Local Government Board, Dublin.
31st March, 1875.

Casuals or Night Lodgers.

SIR,—The attention of the Local Government Board for Ireland has recently been drawn by Her Majesty's Government to the subject of tramps or casuals, or as they are usually called in this country, "night-lodgers," in reference to the existing practice of relieving them in the workhouses.

The guardians are therefore requested to refer to the following Circulars which have from time to time been issued from this Department on the subject, viz., that of the 6th August, 1857, that of 28th November, 1868, and that of 5th November, 1869.

Independently of the prosecution of such of these persons as may have committed an offence against the Vagrant law, and whom therefore it is in the power of the guardians to cause to be prosecuted, it has been suggested that a more systematic supervision of this class of recipients of relief might be exercised with advantage by the constabulary, who, if permitted to inspect them morning and evening, would be thus enabled to take a description of the persons of any of those who might excite suspicion of criminal acts or intentions, and thus prevent crime or facilitate its punishment.

The Local Government Board feel assured that the board of guardians will co-operate with the constabulary in every way they can, so as to carry out these objects, and will allow the police, when applied to for that purpose, to have every facility of inspecting these persons during their stay in the workhouse.

The expediency of the employment of night-lodgers on their admission to the workhouse and previously to their discharge from it, was pointed out in the Circular of the 6th August, 1857, and has been carried out in most workhouses which have been resorted to by tramps, with good effect; but it may be well to point out that in England the able-bodied males who remain one night only, are required to perform a certain task in breaking stones before they leave, and the able-bodied females a corresponding task in picking oakum, and that the maintenance of such discipline has been found, together with other arrangements, to diminish the number of this class of applicants.

The attention of the guardians is therefore now again directed to this subject as one of the means of the repression of Vagrancy in the country.

By Order of the Board,

B. BANKS,
Secretary.

To the Clerk of each Union.

7.

Local Government Board, Dublin,
2nd June, 1887.

SIR,—I am directed by the Local Government Board for Ireland to state for the information of the board of

guardians that the great increase which has taken place in the number of night lodgers, or casuals, admitted to workhouses in Ireland during the year 1886 has attracted the Board's attention, and that they have obtained reports from their inspectors respecting the reception and treatment of persons of this class in some workhouses in each province, from which they learn that in many unions the advice given to boards of guardians by the late Poor Law Commissioners, in the year 1857, respecting the cleansing, clothing, and searching of such persons, is not attended to.

The Local Government Board have reason to believe that the increase in the number of night lodgers above referred to is attributable in a great measure to applications for temporary relief in workhouses made by labourers and artisans who, in consequence of want of employment in agricultural districts, and the depression in trade, travel about the country seeking for employment, and the Board have no desire that provisional relief should be denied to persons who are really destitute, but they consider that a strict observance of the workhouse rules in dealing with such cases is a matter of much importance, as if lodgings at night in workhouses may be obtained free of expense, without the enforcement of the rules and ordinary discipline of these institutions, facilities are afforded for the adoption of a wandering life; and vagrancy is thus encouraged.

The Local Government Board therefore desire to bring the matter under the notice of the board of guardians, and would repeat the advice given to them by the late Poor Law Commissioners in 1857, viz.:—that all persons admitted be subjected to the provisions of the workhouse rules regarding searching, cleansing, and clothing, and also as to discipline and diet, and, especially, that no person of the class under consideration be permitted to leave the workhouse without giving three hours previous notice.—I am, Sir,

Your obedient Servant,

THOS. A. MOONEY,
Secretary.

To the Clerk of each Union.

8.

Local Government Board, Dublin,
23rd September, 1904.

SIR,—In view of the fact that cases of smallpox have recently occurred in some of the unions in this country, the Local Government Board for Ireland think it right to inform the guardians that it is believed that the present diffusion of the disease is, in some measure, due to infection conveyed from place to place by persons of the vagrant class.

The Board would point out that casuals are subject to the same rules as regards searching, cleansing, and clothing as the ordinary pauper inmates of the workhouse. These rules require, amongst other things, that as soon as a pauper is admitted his name and address shall be duly entered on the register, and that he shall be placed in the probationary ward, and shall there remain until examined by the medical officer of the workhouse.

If, as the result of such examination, the medical officer is of opinion that the casual is not sufficiently protected by vaccination, the medical officer should at once offer to perform the operation of vaccination.

The Board would point out that, after the operation, the vagrant should be deemed to be under medical care, and dieted accordingly, and he might properly be relieved from work. When a vagrant comes into a casual ward whilst under the effects of vaccination, although the vaccination has not been performed in the workhouse, he should be treated in a similar way.

The Board feel certain that medical officers of workhouses will co-operate with the guardians in endeavouring to prevent the spread of smallpox by means of vagrants, and they think a considerable advantage would result if there were a systematic daily medical inspection of the inmates of the casual wards.—I am, Sir,

Your obedient Servant,

A. R. BARLAS,
Assistant Secretary.

To the Clerk of each Union.

Appendix
XV.

APPENDIX XV.

CASUAL WARDS IN THE METROPOLITAN POLICE DISTRICT AND IN THE COUNTIES
PARTLY COMPRISED IN THAT DISTRICT.*(With Map.)*

ESSEX.

Billericay
Braintree
Chelmsford
ColchesterDunmow
Epping
Halstead
Lexden and WinstreeMaldon
Ongar
Orsett
RochfordRomford
Saffron Walden
Tendring
West Ham*

HERTS.

St. Albans
Barnet*
BerkhampsteadBishop Stortford
Buntingford
HatfieldHemel Hempstead
Hertford
HitchinRoyston
Ware
Watford
Welwyn

KENT.

East Ashford
West Ashford
Blean
Bridge
Bromley*
Canterbury
CranbrookDartford
Dover
Eastry
Elham
Faversham
Gravesend and Milton
HollingbournHoo
Maidstone
Malling
Medway
Milton
Romney Marsh
SevenoaksSheppey
Strood
Tenterden
Isle of Thanet
Tonbridge

LONDON.

Bermondsey*
Camberwell*
Chelsea*
City of London
Fulham*
Greenwich*
Hackney*Hampstead*
Holborn*
Islington*
Kensington*
Lambeth*
Lewisham*
Marylebone*Mile End*
Paddington*
Poplar*
St. George's*
St. George's East*
St. Giles*
St. Pancras*Shoreditch*
Southwark*
Stepney*
Strand*
Wandsworth*
Whitechapel*
Woolwich*

MIDDLESEX.

Brentford*

Edmonton*

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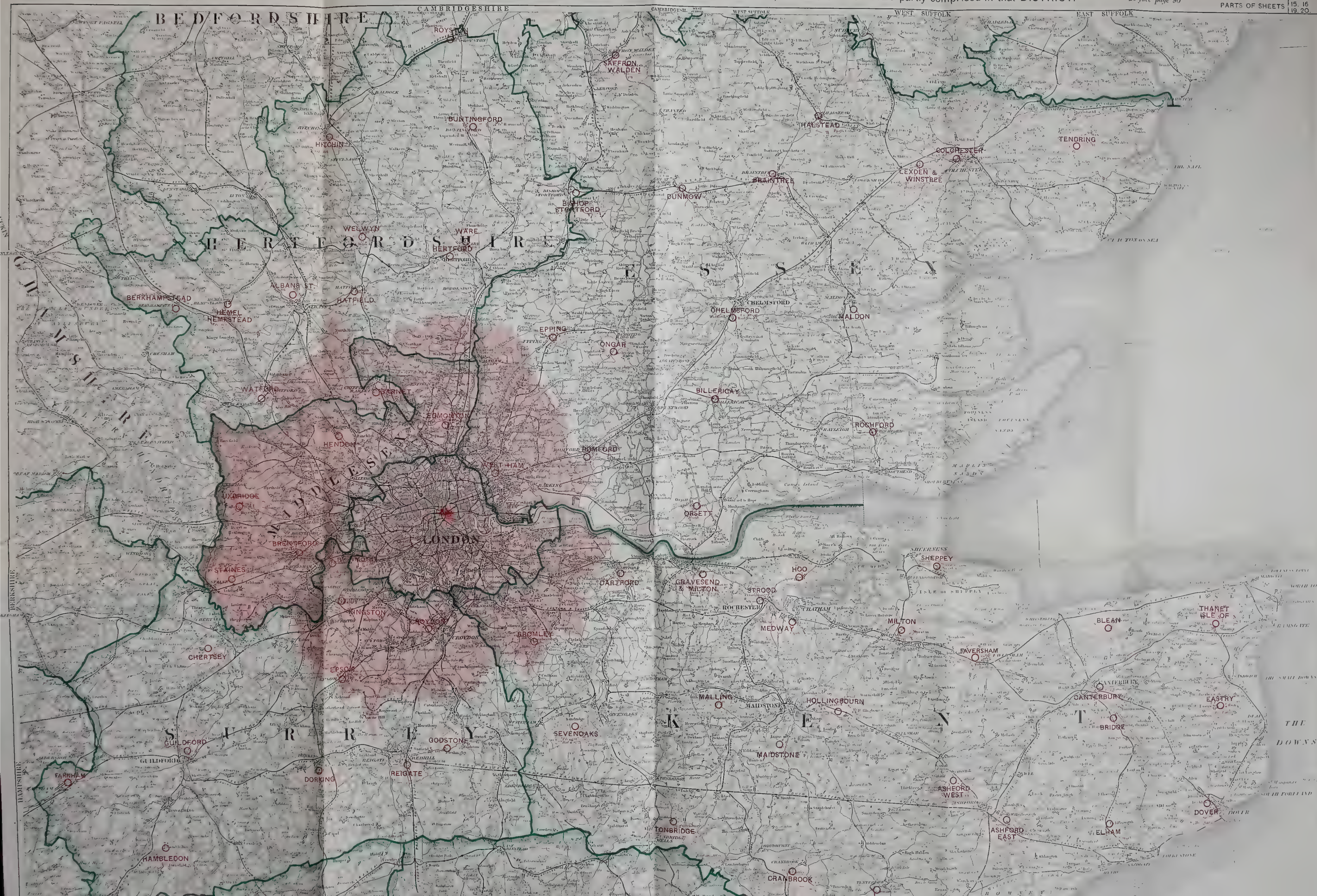
Staines*

Uxbridge*

SURREY.

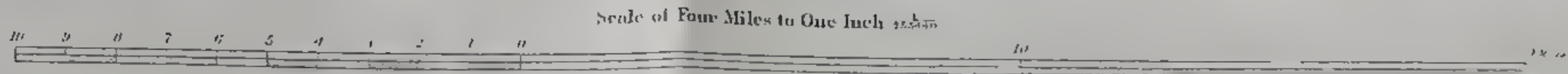
Chertsey
Croydon*
DorkingEpsom*
Farnham
GodstoneGuildford
Hambleton
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APPENDIX XVI.

VAGRANCY IN SCOTLAND.

1. NUMBER OF VAGRANTS RELIEVED IN SCOTLAND BY INSPECTORS OF POOR ON THE 15TH OF MAY OF EACH YEAR FROM 1892 TO 1904.

(Paper handed in by Mr. R. B. Barclay.)

Year.	Number.	Year.	Number.
1892 - - -	242	1899 - - -	150
1893 - - -	158	1900 - - -	137
1894 - - -	217	1901 - - -	142
1895 - - -	184	1902 - - -	115
1896 - - -	141	1903 - - -	138
1897 - - -	205	1904 - - -	107
1898 - - -	127		

VAGRANCY IN GLASGOW.

(Papers handed in by Mr. J. R. Motion.)

2. HOUSELESS AND HOMELESS APPLICANTS FOR RELIEF.

From 16th November, 1900, to 15th May, 1901, there applied, professedly for the first time, of the above class 184 men.

November to December, - - -	39
December to January, - - -	33
January to February, - - -	41
February to March, - - -	32
March to April, - - -	20
April to May, - - -	19

The time they stated they were off work ranged from one day to seven months, and the time "on the road" from two days to a lifetime. 101 took the road for work; 68 unfit for work—3 were born to a nomadic life; 1 took to it because of drink; 2 from bad weather; 1 to get into Glasgow Hospital; 1 wanted to get home to Ireland from America; 2 unsuitable lodgings; 1 wife's death; 1 no room at home; 1 laziness; 1 prison life; 1 wanted a change. Of the sixty-eight unfit for work by far the larger proportion were but a day or two in Glasgow, and had come here without doubt to get into poorhouse.

149 stated their intention to start work again as soon as able; 8 when they could get it, and 27 were uncertain or indifferent. Not one had tried to get work the day they applied to parish.

112 described themselves as labourers, 27 were navvies, 5 miners, 4 hawkers, 3 barbers, 3 moulders (one of whom had become a street singer), 2 hecklers, 2 firemen, 2 millworkers, 2 shoemakers, 2 ironworkers, 2 showmen, and 1 each of following:—holder-on, benchman, storekeeper who also writes comic songs for a music hall, bellows maker, plumber, joiner, compositor, tinplate worker, window-cleaner, scavenger, travelling tinker, bricklayer, seaman, telegraphist, drover, street piper, tailor, city porter.

110 stated their health to be generally good, 14 fair, and 60 bad. 27 were certified to be suffering from bronchitis, 26 injuries (mostly received when worse for drink), 19 rheumatism, 13 ulcers, 11 venereal, 11 muscular pains, 10 skin diseases, 6 effects of vaccination, 4 abrasions of feet, 4 phthisis, 3 cardiac, 3 pleurisy, 3 hernia, 3 dropsy, 2 nervous disorder, 2 sciatica, 2 lumbago, 2 disease of eye, 2 influenza, 2 catarrh, and 1 each asthma, abscess, stomach disorder, epilepsy, privation, palpitation, pulmonary disease, pneumonia, mental weakness, age, debility, and senile debility. 13 left the office without seeing the doctor. 24 had previously had syphilis, and 14 itch. 80 had been previously in some hospital.

165 claimed they obtained their food by their work, 16 admitted by charity and begging, 1 by street singing, 1 street piping, and 1 chiefly in prison.

159, slept chiefly in models and common lodging-houses, 16 chiefly private lodgings, 2 at sea, 5 anywhere, 1 chiefly in prison, and 1 was about 4 days away from his own house.

150 were single, 12 married, and 22 widowers. 1 married man and 1 widower stated they were single, but the truth was found from parish records of their wives' chargeabilities when deserted.

4 were under 20 years of age; 12 between 20 and 25; 20 between 25 and 30; 60 between 30 and 40; 43 between 40 and 50; 23 between 50 and 60; 20 between 60 and 70, 1 was 74, and 1 as old as 82.

101 were born in Ireland, 17 in England, 1 in Wales, 1 in Isle of Man, 1 in Nova Scotia, 1 in Australia, 2 in U.S. America, and 60 were Scotch born, of whom 10 were born in Parish of Glasgow and 2 in Govan Combination.

120 could read and write; 15 could read and write but little; 9 could read, but not write; 1 could not read, but could write enough to sign his name; 39 could neither read nor write.

14 only had voted at elections, ranging from last year back to 1865.

73 claimed to be temperate; 110 admitted being intemperate; and 1 stated he was an abstainer, but was found out in various other matters to be very untruthful, and had been previously chargeable twice as an epileptic.

5 had been convicted of crime, 57 for being drunk, 2 for begging, and 1 for being in a row.

100 were Roman Catholics, and 84 Protestants.

7 had aliases. 5 were, or had been, trade unionists.

14 had been in Army, and 1 in Militia.

10 who stated they had never been in the poorhouse before were found to have been formerly in either City or Barnhill poorhouses.

Another type of the loafer and vagrant is the class which trouble also the Night Asylum authorities. It not infrequently happens that application is made there for a night's shelter by parties under the influence of drink, and when refused admission they apply to the night officer of the parish council; or it may be the circumstances are reversed—application is made for relief to the parish, and a line granted to the Night Asylum, but before its presentation the applicant gets drink and is refused admission. A recent applicant, however, declined the shelter of the institution for a very different reason—because he could not get a feather bed to lie on.

3. COMPARATIVE STATEMENT AS TO VAGRANCY AND BEGGING FOR THE PERIOD FROM 22nd NOVEMBER, 1900, TO 15th MAY, 1905.

Half-Year.	Reported by Police.		Of Whom		Of these latter there were previously convicted.	How Disposed of.							Disposal of those remitted to Poorhouse.							Reported having died.
			Not known to Parish.	Known to Parish.		Sent to Prison.	Committed to Industrial School.	Admonished.	Handed over to Relatives.	Referred to Charity Organisation Society.	Remitted to Poorhouse.	Not Proven.	Allowed to remain in Poorhouse.	Admonished.	Sent to Prison.	Committed to Industrial School.	Handed to Relatives.	Sent to Parish of Settlement.	Referred to Prisoners' Aid Society.	
22nd November, 1900, to 15 May, 1901 -	154	60	94	23	69	—	38	—	—	43	4	17	13	10	—	—	1	2	—	—
" 15 November, 1901 -	138	64	74	17	67	—	40	—	—	31	—	12	13	5	—	—	—	1	—	—
" 15 May, 1902 -	88	51	37	19	22	1	32	3	—	30	—	22	6	1	—	—	1	—	—	—
" 15 November, 1902 -	133	65	68	23	42	6	35	1	1	47	1	27	17	3	—	—	—	—	—	—
" 15 May, 1903 -	140	78	62	41	46	—	61	—	—	31	1	21	6	4	—	—	—	—	—	—
" 15 November, 1903 -	100	39	61	37	47	—	28	—	—	25	—	5	9	4	2	—	4	—	1	—
" 15 May, 1904 -	220	132	88	52	80	2	104	—	—	32	2	21	7	3	—	—	1	—	—	—
" 15 November, 1904 -	138	88	50	32	35	—	74	3	—	23	2	16	4	1	—	—	—	—	1	—
" 15 May, 1905 -	154	88	66	33	53	—	69	—	—	31	1	17	2	6	—	—	4	2	—	—

4. TYPICAL CASES OF VAGRANCY AND BEGGING.

J. D. OR A. M.

Date of Conviction.	Court.	Sentence.
26 Dec., 1900-	Central	10 days' imprisonment.
18 May, 1901	"	7 " "
8 Aug., 1901	"	14 " "
3 Sept., 1901	"	30 " "
5 Nov., 1901	"	" " "
15 April, 1902	"	" " "
30 Oct., 1902	"	" " "

First chargeability to parish 3rd December 1888, then aged forty-three, single, shoemaker; since then frequently in poorhouse for short periods, sometimes only three days. Last chargeability, 6th January, 1905, till 8th May, 1905.

J. B. OR L.

Date of Conviction.	Court.	Sentence.
18 Dec., 1900	St. Rollox	21 days' imprisonment (had then a previous conviction in 1898).
10 Feb., 1902	Central	Admonished.
4 July, 1902	Maryhill	"
11 Dec., 1903	Eastern	14 days' imprisonment.
20 Oct., 1904	Western	" " "
5 Jan., 1905	"	30 " "
17 March, 1905	Maryhill	7 " "

First chargeability to parish 23rd February, 1888, aged forty-six, and several times since. Has a bad record for lying.

J. M. OR S.

Date of Conviction.	Court.	Sentence.
26 Aug., 1902	Western	Remitted to poorhouse for 7 days, at end of which time he was admonished.
14 Nov., 1902	Central	14 days' imprisonment.
2 Dec., 1902	"	" " "
24 Dec., 1902	"	" " "
4 June, 1903	Northern	7 " "
8 April, 1904	Central	" " "
26 Sept., 1904	"	14 " "
6 Jan., 1905	Western	30 " "
15 Feb., 1905	Central	21 " "

This man is a confirmed beggar. He is well connected, and has had every chance. He never applied voluntarily to parish, and was only the once in poorhouse when he was remitted from the Police Court.

P. F.

Date of Conviction.	Court.	Sentence.
8 Nov., 1900	Central	14 days' imprisonment.
3 Dec., 1900	Southern	21 " "
9 Jan., 1901	Central	" " "
20 May, 1901	"	14 " "
10 Feb. 1902	"	7 " "
15 April, 1902	"	30 " "
15 Oct., 1904	"	7 " "

First application to parish, 19th October, 1894. Then aged sixty-eight; often since. Last chargeability was to Stobhill on 16th November, 1904, when on 21st December, 1904, he was certified insane, and removed to Woodilee Asylum. He was discharged, recovered on 26th April, 1905, and admitted to Barnhill, but left on 10th May, 1905.

P. F. JR.

Date of Conviction.	Court.	Sentence.
10 Feb., 1902	Central	Admonished. On 7 Feb., 1902, he applied for admission to poorhouse but did not enter, and repeated this on 11 Feb., 1902.
15 Apl., 1902	"	14 days' imprisonment. On 14th he applied to parish, was apprehended same night.
25 Feb., 1905	"	7 days' imprisonment. The day before he got an order to poorhouse, but did not enter.
23 Mar., 1905	"	Admonished and referred to parish. He entered poorhouse and is still chargeable.

First chargeability to parish was on 22nd December, 1897, then aged thirty-six, and has been repeatedly chargeable since. He is the son of the above-named.

C. McG.

Date of Conviction.	Court.	Sentence.
10 Aug., 1901	Western	Remitted to poorhouse till 13 July, 1901, and then admonished.
6 June, 1902	Northern	Admonished.
29 Aug., 1902	Central	Remitted to poorhouse till 5 Sept., 1902, and then admonished.
12 Dec., 1902	"	15 days' imprisonment.
16 May, 1903	"	14 " "
30 Sept., 1903	Northern	" " "
23 Dec., 1903	"	21 " "

First chargeability to parish was on 10th April, 1893, then aged sixty. He again applied on 5th January 1899, and again on 6th March, 1905. He got a pass-out on 14th May, 1905, and did not return.

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H. W. OR J W.

Date of Conviction.	Court.	Sentence.
14 Apl., 1903 - -	Central	Admonished.
29 Sept., 1903 - -	"	Remitted to poorhouse till 6 Oct., 1903, then admonished.
21 Jan., 1904 - -	"	7 days' imprisonment.
24 June, 1904 - -	"	21 days' imprisonment.
22 May, 1905 - -	"	60 days' imprisonment.

First chargeability to parish was 19th February, 1895, then aged twenty-seven, and repeatedly chargeable since. A particularly bad record. His children had to be boarded out to prevent them growing up like the father. He encouraged them to go begging.

VAGRANCY IN DUNDEE.

(Papers handed in by Mr. D. Dewar.)

Appendix
XVI.

5. STATEMENT AS TO LODGING-HOUSES AND VAGRANCY.

LODGING-HOUSES, &C.

In 1901, the population of Dundee was 161,173, composed of 71,048 males and 90,125 females, there being 19,077 more females than males. The population was then housed as follows:—

In houses of 1 apartment	-	-	18,252
" 2 apartments	-	-	83,363
" 3 apartments	-	-	32,463
" 4 apartments and upwards	-	-	27,095

Total -161,173

At present Dundee contains an estimated population of 164,269.

It has 11 common lodging-houses, with accommodation for 705 persons, and there are 642 houses registered in terms of section 72 of the Public Health (Scotland) Act, 1897, to keep 3,177 lodgers. Besides, there is a Sailor's Home, with accommodation for 100 males, and a Salvation Army Metropole, which can accommodate about 195 females.

The death rate for the city, the area of which is 4,201 acres, was for 1904, 20·22.

The chief industries of Dundee are jute factories, engineering and shipbuilding, confectionery and preserve factories, etc.

The state of the staple industries has during the last twelve months been somewhat depressed, but the building trades have been specially dull.

LAW AS TO BEGGARS AND VAGRANCY.

The statutory provisions in force in the burghs of Scotland regarding begging and vagrancy, with the exception of those applicable to Edinburgh, Glasgow, Aberdeen, Dundee, and Greenock, which have local Police Acts, will be found in the following Acts:—

1. The Burgh Police (Scotland) Act, 1892, sections 408, 409, 410, and 411.
2. The Prevention of Crimes Act, 1871, section 15, incorporates section 4 of the Act 5 Geo. IV., ch. 83, viz. :—
"An Act for the punishment of idle and disorderly persons, and rogues and vagabonds in that part of Great Britain called England," and makes it applicable to Scotland and Ireland.
3. The Trespass (Scotland) Act, 1865.
4. The Industrial Schools Act, 1866, section 14 (begging by children).
5. The Prevention of Cruelty to Children Act, 1904, section 2 (sending children out to beg).

The local Police Acts for the cities and towns above mentioned contain provisions as to begging and vagrancy very similar to those which exist in the said Burgh Police (Scotland) Act, 1892.

The sections mentioned under 1 can be adopted at pleasure by the cities and town named or by any of them.

The other Acts referred to under numbers 2, 3, 4, and 5, being Public General Statutes, apply to all counties and burghs throughout Scotland.

NIGHT REFUGES FOR VAGRANTS, &C.

In 1882, a Night Asylum for the houseless was established in Dundee under the title of the Curr Night Refuge. It can accommodate sixty persons, consisting of forty males and twenty females. It has now been in active operation for twenty-two years, and has during that time accommodated on an average twenty-five persons per night. The inmates are for the most part of the vagrant class, and dwellers in Dundee, who from dissipation or misfortune are houseless, and discouraged. The inmates are seldom there more than one or two nights at a time, and are not usually allowed to exceed three. The institution is under a superintendent, who is in attendance for the admission of inmates along with, as a rule, two members of committee from 7 to 9 p.m., but in urgent cases inmates are admitted up to 11 p.m. No one is admitted while in a state of intoxication. The inmates who lie on the floor are provided with a wooden pillow, and a rug to cover them, get supper consisting of porridge and milk at 9 p.m., and are discharged at 7 a.m. after getting breakfast, also of porridge and milk. They do

not require to perform any task of work in return for the benefits received. The superintendent, who is also Prison Aid Society agent, tries to get work for his visitors and to aid them in other directions, such as putting them in communication with their relatives, clergymen, or others likely to take an interest in them. The superintendent states that about one-third of his adult customers are of the dissipated and vagrant classes, many of them are not robust physically and far from strong mentally, while about two-thirds are healthy, sober, and apparently legitimately looking for work. The institution was erected with funds left by a wealthy citizen to trustees, who were empowered to use the same for philanthropic purposes. It is maintained by public and private subscriptions.

The Curr Night Refuge is the only place in Dundee where people of the vagrant class can get free quarters for a night, and to get that they do not, as has already been stated, require to do any work, but must be sober when admitted. Much is left to the discretion of the superintendent in regard to admissions and the length of the stay of the inmates.

Similar night asylums exist in Edinburgh and Glasgow.

VAGRANTS AND PARISH COUNCILS.

By the law of Scotland persons who are able-bodied are not entitled to receive parochial or Parish Council relief. Vagrants are not therefore admitted to poor-houses unless certified by one of the Parish Council medical officers not to be able-bodied. It is estimated by the Inspector of Poor for the Parish of Dundee that there are annually accommodated in the Dundee poor-houses for longer or shorter periods from 160 to 180 individuals of the vagrant class. The number of such persons increases considerably during the winter months. During summer many of them, although much debilitated, demand their liberty, and as poorhouses are voluntary institutions they are allowed to go.

The total number of inmates on an average in the two Dundee poorhouses daily in 1904 was about 1040, and the proportion of these, who were of the vagrant class, about fifty-five.

The applications made to the Parish Council for relief during each of the last five years were as follows, viz. :—

1900.	1901.	1902.	1903.	1904.
3415	3921	3573	3638	3913

THE OUTS AND INS.

The poorhouses of Dundee are frequented by a class of what has come to be called the *outs and ins*. These are persons of the vagrant and dissipated classes who spend their time between poorhouses, prisons, and the outside world. While at large their means of livelihood consists mainly of begging. In not a few instances they act as pedlars, but for the most part the peddling is carried on for the purpose of affording a cloak for begging.

When they get money by begging, peddling, or thieving, it is as a rule spent chiefly on strong drink, resulting in drunkenness and disorder, for which some have been scores of times sent to prison.

When at large they are a source of much trouble and tend to the degradation of others.

While such persons are in the poorhouse they are capable of doing very little work, but attempts are made to keep them employed to the extent of their ability. The work provided for males in the Dundee poorhouses consists chiefly of working on the land connected with the poorhouses, preparing firewood, etc., and for females mainly laundry work, scrubbing, cleaning, and sewing.

It appears to be the general opinion that such persons should not be allowed to gravitate between the prison and the poorhouse, and when at large to sorn on the public, and that legislative powers should be got to compulsorily detain them in poorhouses or similar institutions until they can be certified to be able-bodied, or until some relative or reliable person gives a proper undertaking to be responsible for their future good behaviour.

What is stated above in regard to the class of *outs and ins* in Dundee is true of other large cities throughout Scotland. The Inspector of Poor of Glasgow has long publicly urged the great necessity of something being done with the said class in the direction which I have indicated.

6. RETURN OF PERSONS CONVICTED OF BEGGING, &c., IN DUNDEE DURING THE YEAR 1904.

No.	Name	Age.	Sex.	Occupation, if any.	Nativity.	Date of sentence.	Sentence.	Whether or not able-bodied.	Remarks.
1	J. B.	23	M	Labourer	Dundee	5 Jan., 1904	Admonished	Able-bodied	8 convictions for theft, 6 for breach of peace, 3 for assault, 2 for drunkenness, and 1 for begging : A lazy character.
2	A. K.	18	M	"	Glasgow	25 "	10s. 6d. or 7 days	"	Stranger.
3	J. M.	18	M	"	"	25 "	"	"	"
4	A. G.	54	M	No occupation	Ireland	28 "	7s. 6d. or 5 days	Wants right leg	"
5	J. N.	35	M	Labourer	London	8 Feb., 1904	5 days	Able-bodied	"
6	W. V.	49	M	Baker	Glasgow	"	"	"	"
7	M. McM. McK.	23	F	No occupation	Montrose	22 "	Admonished	"	"
8	M. F.	34	M	Labourer	Dundee	25 "	10 days	"	19 convictions for breach of peace, 6 for theft, 3 for assault, 5 for drunkenness, 2 for begging, 1 for malicious mischief : total 36.
9	P. McN.	45	M	"	"	1 March, 1904	7 days	"	1 conviction for breach of peace, and 1 for drunkenness : tramps the country.
10	W. McD.	22	M	"	Govan	7 "	5 days	Paralyzed	Stranger.
11	P. D.	10	M	Schoolboy	Dundee	18 "	Sent to Tranent Industrial School until 16 years of age	Boy	1st appearance.
12	P. McL.	38	M	Labourer	"	22 "	5 days	Able-bodied	5 convictions for theft, 17 for assault : total 22. A lazy character.
13	H. C.	32	M	Riveter	Govan	28 "	Admonished	"	1st appearance.
14	H. S.	19	M	Labourer	Forfar	21 April, 1904	"	"	"
15	R. C.	30	M	"	Liverpool	27 "	"	"	"
16	W. A.	39	M	"	Newcastle	27 "	"	"	"
17	G. S.	16	M	Millworker	Dundee	28 "	Sentence delayed for 6 weeks : then admonished.	"	"
18	M. A. G.	13	F	Schoolgirl	"	28 "	Admonished	Girl	"
19	G. H.	15	F	Millworker	"	28 "	"	Able-bodied	"

20	T. M.	48	M	Bill deliverer	"	30	"	40 days	"	9 convictions for begging, 9 for drunkenness : total 18. Weak minded.
21	M. W. M.	67	F	No occupation	"	4 May, 1904		Admonished	Not able-bodied	52 convictions for drunkenness, theft, &c. : a worthless creature.
22	J. H.	12	M	Schoolboy	"	6	"	"	Boy	1st appearance.
23	A. B.	42	M	Clerk	Arbroath	20	"	"	Able-bodied	6 convictions for begging, and 1 for drunk and disorderly : a lazy drunken character.
24	L. L. S.	67	F	No occupation	Ayr	20	"	5s. or 24 hours	"	1 conviction for drunkenness, and 1 for begging.
25	M. B.	69	M	Labourer	Ireland	23	"	Admonished	"	1st appearance.
26	P. W.	30	M	"	Glasgow	25	"	"	"	"
27	P. McC.G.	38	M	"	Fraserburgh	22 July, 1904		7s. 6d. or 5 days	"	Stranger.
28	J. B. S.	17	M	"	Dundee	27 Aug., 1904		Admonished	"	8 convictions for begging and theft : now doing well.
29	W. S.	59	M	"	Lossiemouth	22 Sept., 1904		"	"	1st appearance.
30	T. M.	48	M	Bill deliverer	Dundee	1 Oct., 1904		30 days	"	See No. 20.
31	J. T.	32	M	Labourer	Hamilton	4	"	7s. 6d. or 5 days	"	1st appearance.
32	J. T. C.	28	M	"	Motherwell	4	"	15s. or 10 days	"	"
33	J. M.	39	M	"	Glasgow	14	"	10 days	"	24 convictions for theft, assault, &c. : a lazy character.
34	G. T.	60	M	Pedlar	Blairstown	15	"	Admonished but pedlar's certificate withdrawn	"	1st appearance.
35	J. W.	26	M	Labourer	Edinburgh	28	"	Admonished	"	"
36	J. McD.	34	M	"	Glasgow	31	"	5 days	"	See No. 33.
37	W. H.	64	M	Miner	Campsie	5 Nov., 1904		Admonished	"	1st appearance. Son aged 6 years was with him and was returned to him.
38	J. C. T. D.	37	M	Labourer	Dundee	9	"	10 days	"	13 convictions for drunkenness, assault, &c. : a worthless character.
39	D. H.	17	M	Millworker	Glasgow	12	"	Admonished	"	1st appearance : a lazy fellow.
40	J. D.	27	M	Slater	Ireland	29	"	30 days	"	"
41	J. M.	28	M	Labourer	Perth	5 Dec., 1904		7 days	"	1 conviction for disorderly conduct.
42	J. J.	39	M	Carter	Dundee	23	"	5 days	Deaf	1st appearance : able-bodied.
43	T. F.	25	M	Tinsmith	Glasgow	24	"	Admonished	Able-bodied	"

7. RETURN OF PERSONS CONVICTED OF VAGRANCY AND CONTRAVENTIONS OF THE TRESPASS ACT IN DUNDEE DURING 1904.

No.	Name.	Age.	Sex.	Occupation, if any.	Nativity	Offence.	Date of sentence.	Sentence.	Whether or not able-bodied.	Remarks.
1	D. D.	18	M	Millworker	Dundee	Trespass	25 Jan., 1904	5s. or 24 hours.	Able-bodied	3rd appearance : 1 for breach of peace and theft by housebreaking.
2	J. H.	18	M	"	Aberdeen	"	"	"	"	4th appearance : 1 for breach of peace, 1 for begging, and one for using boat.
3	J. H.	16	M	"	"	"	"	"	"	4th appearance : 1 for begging and theft, 1 for acting as porter.
4	M. B.	17	F	"	Dundee	"	"	"	"	1st appearance.
5	C. F.	16	F	"	Dalkeith	"	"	"	"	2nd appearance : 1 for drunkenness.
6	R. A. C.	14	F	"	Dundee	"	"	Admonished	"	1st appearance.
7	W. McL.	19	M	Labourer	Aberdeen	Rogue and vagabond	10 Feb., 1904	3 Months	"	Previous convictions for theft.
8	J. B.	22	M	Millworker	Dundee	Vagrancy	11 "	Sentence delayed for 6 weeks, then in prison on similar charge	Weak-minded, but responsible	2 for vagrancy, 1 for theft, 1 for obstruction in street : total, 4 appearances.
9	P. S.	30	M	Labourer	"	Trespass	12 "	Admonished	Able-bodied	Loafer : 2nd appearance.
10	J. B.	22	M	Millworker	"	Vagrancy	4 March, 1904	30 days	Somewhat weak-minded, but responsible	See No. 8.
11	N. B.	54	M	Gardener	Forfar	"	9 "	Admonished	Able-bodied	Stranger.
12	D. H.	33	M	Labourer	Kingussie	"	9 "	"	"	19th appearance for breach of peace, 6 for theft, 3 for assault, 5 for drunkenness, 2 for begging, 1 for malicious mischief : 36 in all.
13	J. M.	36	M	Millworker	Dundee	"	18 "	"	"	1 for drunkenness and 1 for begging.
14	A. W.	45	M	Painter	Aberdeen	Trespass	7 April, 1904	"	"	5th appearance : 2 for cruelty to children, 1 for assault, and 1 for drunkenness.
15	A. R.	20	M	Millworker	Dundee	"	20 "	10s. or 7 days	"	15th appearance : thief and loafer.
16	J. M.	36	M	"	"	Vagrancy	20 "	Admonished	"	See No. 13.
17	J. B.	23	M	"	"	"	30 "	30 days	Weak-minded, but responsible	See No. 10.

18	J. C.	42	M	Labourer	Arran	"	30	15s. or 10 days	Able-bodied	1st appearance.
19	A. R.	20	M	Millworker	Dundee	Trespass	3 May, 1904	15s. or 10 days	"	See No. 15.
20	J. M.	36	M	"	"	Vagrancy	3	Admonished	"	See No. 16.
21	J. C.	35	M	Labourer	"	Trespass	23	7s. 6d. or 3 days	"	5th appearance : thefts and drunkenness.
22	A. McL. or A.	45	F	No occupation	Edinburgh	"	23	"	"	62nd appearance : drunk, disorderly, and prostitution.
23	J. McC.	26	M	Labourer	Dundee	"	27	"	"	9th appearance : thief.
24	J. S.	21	M	"	Glasgow	"	27	5s. or 3 days	"	1st appearance.
25	J. D.	21	M	Driller	Dundee	"	3 June, 1904	Admonished	"	"
26	J. F.	26	F	Millworker	"	"	9	7s. 6d. or 3 days	"	13th appearance : drunk and disorderly conduct.
27	M. T. or B.	33	F	No occupation	Toronto	"	9	"	"	11th appearance : 1 for theft, disorderly and drunkenness.
28	J. S.	46	M	Quarrier	Glasgow	"	10	5s. or 24 hours	"	3rd appearance : 2 for assaults.
29	H. McK.	32	F	Prostitute	Dundee	"	13	7s. 6d. or 3 days	"	110th appearance : prostitution, drunkenness, &c.
30	G. W.	34	M	Militiaman	Edinburgh	"	13	"	"	1st appearance.
31	J. C.	42	M	Labourer	Lochee	"	13	"	"	47th appearance : theft.
32	L. McL. S.	72	F	—	Dundee	Vagrancy	21 July, 1904	Admonished	Not able-bodied	4th appearance : drunkenness.
33	S. W. or M.	58	F	No occupation	Wick	"	16 Aug., 1904	20 days	"	16th appearance : previous convictions for theft.
34	J. B. S.	17	M	Carter	Dundee	Trespass	24	5s. or 24 hours	Able-bodied	7th appearance : thief.
35	W. B.	17	M	Millworker	"	"	16 Sept., 1904	2s. 6d. or 24 hours	"	2nd appearance.
36	J. McL.	17	M	"	Hamilton	"	16	"	"	1st appearance.
37	A. McH.	31	M	"	Dundee	Vagrancy	20	Admonished	"	11th appearance : theft, &c.
38	J. L.	22	M	Labourer	"	"	29	"	"	1st appearance.
39	J. M.	29	M	"	"	"	29	"	"	"
40	J. B. or F.	37	F	No occupation	"	Trespass	4 Oct., 1904	7s. 6d. or 3 days	"	5th appearance : drunkenness, &c.

Return of Persons convicted of Vagrancy and Contraventions of the Trespass Act in Dundee during 1904—*continued*.

No.	Name.	Age.	Sex.	Occupation, if any.	Nativity.	Offence.	Date of sentence.	Sentence.	Whether or not able-bodied.	Remarks.
41	T. W.	37	M	Cal. worker	Leven	Trespass	4 Oct. 1904	7s. 6d. or 3 days	Able-bodied	1st appearance.
42	D. H.	25	M	Millworker	Dundee	"	6 "	5s. or 24 hours	"	23rd appearance : thief and loafer.
43	J. F.	24	M	Labourer	"	"	6 "	"	"	1st appearance.
44	J. B.	49	M	"	"	"	6 "	"	"	"
45	W. C.	30	M	"	"	Vagrancy	10 "	10s. or 7 days	"	"
46	A. McH.	31	M	Millworker	"	Trespass	12 "	7s. 6d. or 5 days.	"	10th appearance : loafer.
47	J. P.	18	M	Cal. worker	"	Vagrancy	25 "	Admonished	"	6th appearance : loafer.
48	A. R.	25	M	Shoemaker	Forfar	Trespass	29 "	2s. 6d. or 24 hours	"	4th appearance : fraud, &c.
49	W. G.	28	M	Labourer	Dundee	"	29 "	"	"	1st appearance.
50	J. McW.	54	M	Fireman	"	"	9 Nov., 1904	15s. or 10 days.	"	"
51	E. M. or C.	25	F	Millworker	"	"	9 "	10s. 6d. or 7 days	"	6th appearance : theft, &c.
52	J. C. or T. D.	37	M	Labourer	"	Vagrancy	30 "	20 days	"	13th appearance : assault. Very bad character.
53	E. C.	33	M	"	"	"	30 "	Admonished	"	5th appearance : drunkenness, &c.
54	J. H.	16	M	Millworker	Lochee	"	3 Dec., 1904	"	"	Youth : loafer.
55	J. S.	24	M	"	Dundee	Trespass	3 "	"	"	2nd appearance : 1 for breach of peace.
56	J. C.	25	M	Labourer	Perth	"	3 "	"	"	1st appearance.
57	D. J.	15	M	Millworker	Arbroath	Vagrancy	5 "	"	"	"
58	D. W.	18	M	"	Dundee	"	5 "	40s. or 30 days	"	6th appearance : thief.
59	G. F.	25	M	Labourer	Arbroath	"	16 "	Admonished	"	2nd appearance : 1 previous conviction for theft.
60	D. S.	15	M	"	Fochabers	"	22 "	7 days	"	1st appearance : theft in Northern Counties.
61	J. W.	26	M	"	Dundee	Trespass	23 "	Admonished	"	2nd appearance : 1 for breach of peace.
62	R. I.	19	M	Millworker	"	"	23 "	"	"	2 previous convictions.

8. NUMBER OF PERSONS PROCEEDED AGAINST IN SCOTLAND FOR OFFENCES AGAINST THE VAGRANCY AND TRESPASS ACTS.

Appendix
XVI.

The figures are given in full for the years 1897-1903. In the Reports for the years prior to 1897, two heads only are given, viz: "Begging," "Trespass Act, 1865."

Year.	Begging, &c.			Lighting fires without consent of owner, &c.			Lodging without consent of owner, &c.		
	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.
1889 - - - -			1,346			*			* 571
1890 - - - -			1,029						551
1891 - - - -			1,086						657
1892 - - - -			1,124						882
1893 - - - -			1,328						1,050
1894 - - - -			1,465						1,149
1895 - - - -			1,158						1,100
1896 - - - -			1,106						1,313
1897 - - - -	1,103	253	1,356	57	16	73	1,225	166	1,391
1898 - - - -	883	197	1,080	81	21	102	1,122	181	1,303
1899 - - - -	717	163	880	85	34	119	1,304	202	1,506
1900 - - - -	647	171	818	31	43	74	1,634	182	1,816
1901 - - - -	842	250	1,092	57	24	81	1,963	235	2,198
1902 - - - -	894	249	1,143	102	26	128	2,191	271	2,462
1903 - - - -	996	210	1,206	60	21	81	2,512	238	2,750

* There are no means of separating "Lighting fires" from "Lodging without consent of owner," and total numbers only (*i.e.*, including males and females) are given.

9. AYRSHIRE MENDICITY SOCIETY.

(Paper handed in by Captain McHardy.)

Comparative Statement of the Receipts and Expenditure of the Society for the Twenty Years ended 31st March, 1905, shewing I. the Amounts received and paid annually on Relief Account and the Surplus or Deficit thereon ; II. the Subscriptions received ; III. the Expenses of Promoting and Working the Society ; and IV. the Gross Surplus or Deficit arising on each year's intrmissions.

I. RELIEF ACCOUNT.													GRAND TOTAL.										
Total of 10 Years 1885-6 to 1894-5.		1895-6.		1896-7.		1897-8.		1898-9.		1899 1900.		1900-1.		1901-2.		1902-3.		1903-4.		1904-5.		Total of 10 years 1895-6 to 1904-5.	
£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.
(1) Receipts—																							
Tickets sold :—																							
Superior Food - - - - -																							
Bread - - - - -																							
Lodgings - - - - -																							
TOTALS - - - - -																							
(2) Payments—																							
Tickets exchanged :—																							
Superior Food - - - - -																							
Bread - - - - -																							
Lodgings - - - - -																							
TOTALS - - - - -																							
Surplus - - - - -																							
Deficit - - - - -																							
													Net Deficit on Relief Account										
													£132 11 0½										
III. SUBSCRIPTIONS received, including Interest on Sum on Deposit Re- ceipts - - - - -																							
Add Surplus from Relief A/c. - - - - -																							
TOTALS - - - - -																							
III. EXPENSES Promoting and Working the Society - - - - -																							
Add Deficit from Relief A/c. - - - - -																							
TOTALS - - - - -																							
IV. GROSS SURPLUS - - - - -																							
" DEFICIT - - - - -																							
Balance at Credit of Society as at 31st March, 1905																							
£104 10 9																							

10. PERSONS DEALT WITH IN LANARKSHIRE UNDER THE TRESPASS ACT, 1874, DURING THE YEAR ENDED
31ST DECEMBER, 1904.

(Paper handed in by Captain Despard.)

No. of Persons dealt with:—380 Males and 13 Females.				Fines paid or imprisonment undergone in default.				Fines paid before imprisonment - - - - - 13 Fines paid during imprisonment - - - - - 1 Underwent imprisonment - 237 Neither paid nor underwent imprisonment - - - - - 4 Total - - - 255			
How disposed of.	Proceedings dropped - - - 7			Ages of those dealt with before Courts.	14 and under 16 years 5 1			Males. Females. 16 " " 21 " 28 5 21 " " 30 " 117 2 30 " " 40 " 114 1 40 " " 50 " 61 2 50 " " 60 " 32 - 60 and upwards - 13 - Total - 370 11	Proceedings dropped, acquitted and pledges forfeited not shown here,		
	Acquitted - - - 1										
	Forfeited pledges - - - 4										
	Sent to prison - - - 77										
	Fined - - - 255										
	Admonished - - - 49										
Total - - - 393											
Courts of trial.	Sheriff Courts 50			Proceedings dropped and forfeited pledges not shown here.	Total - 370 11						
	Police Courts 13										
J. P. Courts - 319											
Total - 382											
Imprisonment imposed.	1 day and under - - - 3			Number apprehended in each month during the year.	Total - £7 8 9						
	3 days " " - - - 67										
	7 days " " - - - 6										
	14 days " " - - - 1										
	Total - - - 77										
Fines imposed.	5s. and under - - - 68			January - 69 males - females February - 27 " 1 " March - 28 " 1 " April - 42 " 1 " May - 32 " 1 " June - 26 " 1 " July - 16 " 2 " August - 13 " 4 " September - 31 " 2 " October - 35 " - " November - 35 " - " December - 26 " - " Total - 380 " 13 "							
	10s. and over 5s. - - - 172										
	20s. " " 10s. - - - 14										
	40s. " " 20s. - - - 1										
	Total - - - 255										

11. NUMBER OF PERSONS APPREHENDED IN EDINBURGH FOR OFFENCES IN CONNECTION WITH VAGRANCY FOR
THE PERIOD FROM JANUARY TO MAY, 1905.

(Paper handed in by Mr. R. Ross.)

Charge.	Ad-monished.	Fined.	Im-prisoned.	Sent to Parish.	Total.	English.	Seotch.	Irish.
Sec. 273 Edinburgh Police Act 1879. (Found wandering) - - -	—	—	—	13	13	—	13	—
Begging - - - - -	112	21	13	6	152	24	98	30
Pedlars Act - - - - -	13	—	—	—	13	4	8	1
Trespass Act - - - - -	16	59	—	—	75	11	62	2
	141	80	13	19	253 *	39	181	33

* Of this number 10 were females.

12. VAGRANCY IN GLASGOW.

(Returns furnished by Mr. J. V. E. Stevenson, Chief Constable.)

(a) Number of persons afforded protection in the various police offices throughout the City of Glasgow during 1903, 1904, and the first three months of 1905.

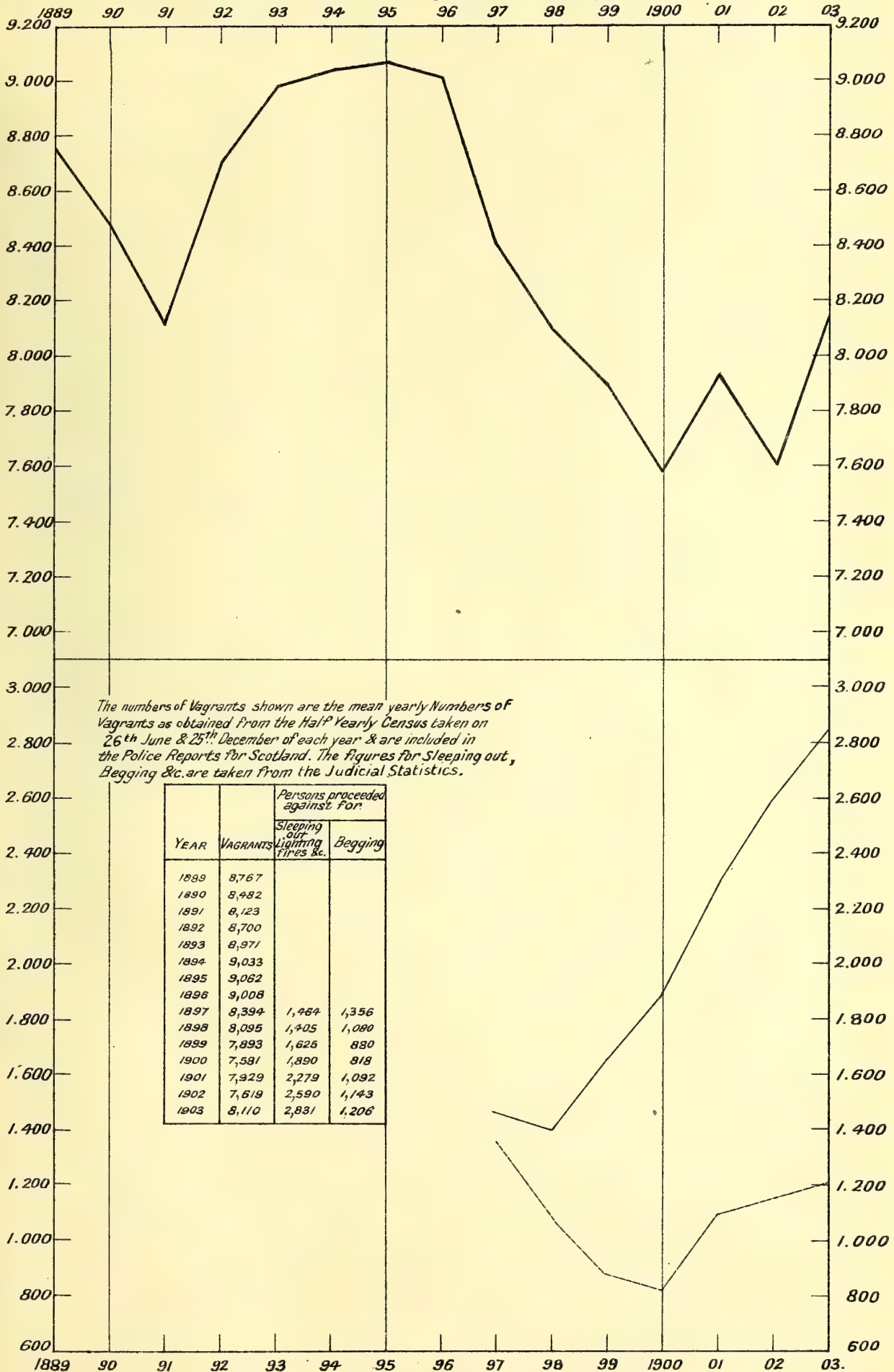
1903.	1904.	First Quarter, 1905.
8,717	20,490	16,862

(b) Number of persons, male and female, afforded protection in the various police offices throughout the City of Glasgow, for the months of November, December, January and February, in the years 1902-3, 1903-4, and 1904-5.

	1902-3.			1903-4.			1904-5.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
November	139	77	216	267	122	389	2,087	231	2,318
December	157	95	252	392	102	494	4,556	218	4,774
January	1,301	119	1,420	1,851	161	2,012	5,733	275	6,008
February	1,755	92	1,847	2,733	194	2,927	5,517	357	5,874
Totals	3,352	383	3,735	5,243	579	5,822	17,893	1,081	18,974

VAGRANCY IN SCOTLAND

Chart showing the number of Vagrants (15 Years to 1903) and persons proceeded against (1) for Begging and (2) for Sleeping out, Lighting Fires without the consent of Owners, &c. (7 Years to 1903.)



Thick Curve. = Number of Vagrants

Thin Curve = Persons proceeded against for Sleeping out &c

Dotted Curve = " " " " Begging



APPENDIX XVII.

METHODS OF DEALING WITH VAGRANCY IN SWITZERLAND.

REPORT to the *Right Hon.* WALTER H. LONG, M.P., President of the Local Government Board,
by H. PRESTON-THOMAS, ESQ., Local Government Board Inspector.

EXETER, 25 June, 1904.

Sir,—In accordance with the letter from the Local Government Board of the 16th April last, I have the honour to submit the following Report on the methods adopted in Switzerland for suppressing mendicity and vagabondage:—

I devoted a fortnight to an enquiry on the subject, beginning with the canton of Ticino, on the 20th of April last, and ending with that of Basel on the 3rd May. During that period I conferred with many federal and cantonal officials and other experts, and visited some fifteen institutions of various kinds, including forced labour farms maintained by Berne, Appenzell, and other cantons; also a labour colony established by voluntary effort near Frauenfeld in Thurgau.

The fact that mendicity in Switzerland has of late years diminished to an extraordinary extent cannot be shown from statistics, for they do not exist; but it is generally admitted. My own personal experience stands for little; yet I am able to say that in the course of more than twenty holidays spent in the Alps in different years, since 1861, it has been obvious to me, as to everybody else, that whereas beggars used to abound, they have been steadily decreasing in number up to the present time. It is true that in particular resorts of tourists they are still by no means rare, and this is partly to be accounted for by the consideration that many common devices, such as blowing horns, or jödeling, or awaking echoes, or opening gates, or showing paths, in order to extract a gratuity from the traveller, are merely embroidered forms of begging; and their existence makes it difficult to repress undisguised mendicity. It happens too, that in one much visited district, the cantonal authorities are less active than in most others in enforcing the police regulations in this matter. On the other hand, in canton Ticino, although its population is of Italian race, very little begging is to be seen, and whereas during six weeks' stay in Italy I had found it impossible to take a walk without being pestered for alms at every turn, this sort of importunity entirely ceased as soon as I crossed the Swiss frontier. Indeed, I was a week at Locarno without meeting with more than one beggar; and that one, as I was afterwards told by the Commissary of Police, was a man who had been sent to prison more than twenty times for the offence, but who, being over seventy, had at last been given up as irreclaimable. The unanimous opinion, moreover, of well-informed persons in various parts of the country, seems to be that, although begging has not been extinguished, it is now rarely so prevalent as to be a serious nuisance, and that in most cantons it is effectually dealt with.

By the Federal Statute of 1850, beggars and tramps are to be treated in accordance with the laws of the canton in which they are arrested, and those of foreign nationality are to be expelled from the country.

The cantonal laws on the subject differ widely from each other. It may be said generally, however, that if an able-bodied* man is without means, is genuinely in search of work, and his papers are in order, he will, on application, be supplied by the police (or by the Inter-cantonal Union to be presently described) with food and lodging, and will, if possible, have employment indicated to him. If he cannot obtain any he will be passed on to the next town, to a relief station to his own† district,

* Destitute persons who are not able-bodied are sent to the district responsible for maintaining them, where they are either allowed out-relief or are placed in one of the three public establishments (poor-house, hospital, orphanage) belonging to the district. The duty of relations to maintain destitute members of their family extends in some cantons even to collaterals, and is always rigidly enforced.

† I use this word as perhaps the nearest English equivalent to the "Commune" or "Gemeinde," which is the area of what we call settlement.

or to the cantonal frontier. If he refuses work when offered he is sent to his own district to be dealt with by its council, and if the council (who are responsible for the maintenance of their indigent citizens) decide that (to use the expressive term officially employed) he is work-shy (*Arbeits-scheu*), he may be sent for a term, varying from three months to two years, to a forced labour institution (*Zwang-Arbeits-Anstalt*), which is, in effect, a house of correction for persons guilty of the less serious kinds of offences.

But the police are empowered to‡ arrest beggars without special warrant, and to bring them before a competent court, which may commit them to prison for a short term, or, in case of repeated offences and of refusal to work, may sentence them to from two to six months' imprisonment in gaol, or from six months to two years in a forced labour institution.§

It has to be remembered that the system of requiring certificates of origin and of discharge from work is in force in Switzerland, and facilitates the identification of professional tramps by the police.

This system also aids the operations of the Inter-cantonal Union for the relief of poor travellers, which extends to more than half the area and population of Switzerland. From small beginnings this Union has spread over fourteen (out of twenty-two) cantons, whose governments, in effect, delegate to it part of the administration of relief, while the Federal Administration recognises its official character by giving it certain rights of free postage, etc.

The conditions on which it grants assistance are specified in the book which it supplies to suitable applicants, and of which the title page is as follows:—

"Traveller's relief book of the Swiss Inter-cantonal Union for providing maintenance in kind. This book is issued to _____, of _____, born A.D. _____, a _____ by occupation, by the relief station at _____, on his production of the following papers, viz., _____. At the bottom of the page the bearer must sign his name."

The rules are as follows:—

(1.) Relief in kind is given at fixed stations to such needy travellers only as fulfil the following conditions:—

(a.) They must produce valid papers of legitimation.

(b.) They must furnish proof that they have worked for an employer within the three preceding months, and that at least five days have elapsed since their employment ceased.

(2.) Help is withheld (a) from drunken persons; (b) from those who refuse work offered to them.

(3.) Relief (breakfast, dinner, supper, and lodging) will be given only once during six months to the same traveller at the same station.

‡ In some cantons the police receive special rewards for the apprehension of beggars.

§ The usual practice is for the police to bring before the court only persons with no fixed domicile, and to send others to their own districts to be dealt with. The police regulation as to tramps in the canton of Berne is as follows:— "Vagrancy, namely, the wandering from place to place of persons without means and without the object of obtaining honest employment, is punishable with imprisonment and hard labour not exceeding sixty days, or with committal to a labour institution for a term between six months and two years. On the repetition of the offence the vagrant is always to be committed to a labour institution."

Appendix
XVII.

(4.) All relief given will be noted in the traveller's book issued by the Union, with an entry of the place and the date.

The delivery of this traveller's book will be noted in the papers of legitimization. Any person unable to present his book receives no relief.

(5.) In case of any abuse of relief, or of infringement of the regulation concerning lodging, or of failure to produce valid papers, the applicant will be handed over to the police.

(6.) Every person carrying a traveller's book must have a certificate from his employer stating the period of his employment. The signature of the employer must be authenticated by the local police or certified by the stamp of the relief station.

(7.) The confiscation of a traveller's book which has been delivered to a workman is to be enforced only in the case of crimes or offences punishable under the penal law. Such confiscation is to be noted on the papers of legitimization.

(8.) Any clothes given by the Union are to be specified in the traveller's book.

(9.) Defines papers of legitimization.

(10.) This book contains 36 numbered pages.

These pages are devoted, first, to forms of certificate of employment to be filled up by employers.

Then there are 342 numbered squares for the stamps of the relief stations visited. Each station impresses its stamp in succession, and the book thus constitutes a record of the places at which its owner has been maintained at the expense of the Union.

Furnished with this book the workman may wander over most of Switzerland if in genuine search of work, and will be sufficiently fed (with three meals daily) and suitably lodged on application at any of the stations which the Union has established.

As an example of the working of the system it may be mentioned that the Canton of Zürich (having a population of about 440,000 persons) is divided, for the purposes of the Union, into eleven districts, each with a committee of administration. Under the management of the committees there are fifty-one relief offices, of which all but ten are at police stations. In many of the villages the lodging provided is at inns, although the Union prefers other accommodation when obtainable. In the year 1902 these fifty-one relief offices dealt with a nightly average of 138 travellers, this number, as compared with those for previous years, showing a considerable increase, which is ascribed by the Union to the general depression of trade.

It is noticeable that no work whatever is exacted from the person thus relieved. The first principle of the Union is to limit its operations to persons really in search of employment, and in this way it makes a sharp division between the administration of relief and the repression of mendicity. The beggars, the drunkards, the work-shy, are referred to the police for correctional treatment, but the man who really desires employment is aided and speeded on his way; and, in Victor Hugo's phrase, the endeavour is to give the help which strengthens instead of the alms which debase.* While the value of the system is appreciated both by the working classes and by employers of labour, the stringent measures adopted with regard to men who refuse employment when offered, repress the class whose object in tramping is not to find work, but to evade the necessity for doing it. It has been already said that the Union occupies a quasi-official character, and its funds are derived partly from private and partly from public sources. While it has a large body of voluntary subscribers, including charitable societies and contributors to congregational collections, it also receives considerable subsidies from the Cantonal Governments as well as grants from the districts with whose co-operation it works and with whose cases it deals.

The city authorities of Zürich issue notices calling attention to the fact that food and shelter are provided for the destitute, and appeal to the public not to encourage begging by indiscriminate gifts to strangers.

The Union is also associated with charitable societies in particular towns, such, for example, as the Zürich Voluntary Relief Society, which, in its annual report for

1890, stated in the following terms some of the cause of the migration of labour and its effect on mendicity:—

One does not need to have studied the subject with open eyes very long without arriving at the opinion that the wandering of workmen in great part is not voluntary but compulsory—a necessary result of the fitful production of our industries.

In consequence of favourable combinations arising in the national, or possibly the world's, market for some entire branch of industry, or even for one or several large establishments belonging to such industry, production in that branch is largely increased for a proportionally short period—say for a few months, a half-year, or even a year—and during such period the required labour is attracted from all sides to certain given points. Let one reflect, for instance, on the work of furnishing an army with new guns, building a fleet, constructing and equipping a railway line, and so on. As soon as the emergency has passed the greater part of the labour which has been attracted thither is of no further use. The contractor is obliged to discharge men. In individual industries—for instance, the clothiers—this irregular production is the rule. The clothing manufacturers, large and small, and even the retail establishments, have their stock of regular working people, and twice a year—in “the season,” as it is called—their number is largely increased by the employment of a number of hands, who afterwards can no longer, or only to a very small extent, be retained. Thus constantly, year in year out, a large number of discharged workers are obliged to wander and look for work elsewhere.

Now, such people as these, who, without any fault of their own, have become superfluous, we meet in this wise: They receive fair maintenance not merely for one day, but, if necessary, for several days; also, in case of need, clothing; and where they can show that they are sure of obtaining work at some other place, and can begin at once, we send them thither by rail.

But, of course, it is not to guard against this class that the society has been obliged to protect itself by introducing the system of maintenance in kind. Such protective measures are rather directed against those who, without need, join the stream of compulsory wanderers, and then make no further earnest efforts to obtain work, but abandon themselves to idle loafing and professional begging. The number of these and their degeneracy are a serious matter. They no longer desire work. It daily happens in our employment bureau that people of this class simply refuse employment, and openly avow that no other means of prolonging their existence now lies open to them save begging.

Many small tradesmen in this country request us to send them workmen, but it is a hard matter to send them anyone. Begging in the city is more agreeable than work in a dull village.

Such are the tramps who, with all sorts of possible and impossible stories, go from house to house, and whose lives are constantly made easy and pleasant by the thoughtlessness and folly of mankind.

The well-meaning but unthinking giver should know that he not only gives the money away to no purpose in bestowing it on such people—be the amount what it may—but that he is assisting a social cancer, and is simply supplying the rod by which he and others are chastised.

It should be noticed, however, that the report from from which the above extract is taken was written before the system now in vogue had exercised its full effect. Thus, while the habitual migration of persons in search of work has since increased, that of professional mendicants has much diminished, notwithstanding the considerations stated in the report.

It cannot be said that Switzerland as a whole has adopted any uniform system for so dealing with tramps, whatever their place of origin, as to convert them into workers. This is not only because each canton has its own laws and practice, but also because, although each individual district is responsible for the persons belonging to it, provides for them at the public expense in sickness or in old age, and even pays for their journey home if they become destitute when away, it is unwilling to spend money on the reformation of undesirable strangers who may happen to be within its borders. It naturally prefers to get them removed. But the disciplinary powers of each local council over the persons belonging to its district are very considerable, and if one of them is a habitual drunkard or unquestionably work-shy, and will not support himself or his family, there is usually no hesitation in sending him to a forced labour institution.

Nearly every canton has one or more of these, either belonging to it or under special arrangement admitting persons sent from it. All are to a certain extent prisons, but persons convicted of ordinary offences are usually kept more or less apart from those who are called “administrative” prisoners, as having been committed by the

* “Substituer à l'aumône qui dégrade l'assistance qui fortifie.”

council of a district, but not sentenced by a criminal court.

Two of such institutions which I visited belong to the Canton of Berne and are situated between the lakes of Neuchâtel and Bienne.

The Forced Labour Farm, at Witzwyl, was established in 1895, and in various respects appears to be admirably successful. It occupies an area of about 2,000 acres in the plain lying at the foot of the Jura mountains at the north-east end of the Lake of Neuchâtel. It used to consist mainly of water-logged soil subject to inundations, but extensive works of reclamation have been carried out, and at the present time at least two-thirds of it is under cultivation, and produces considerable crops. It is under the control of the police committee of the Canton of Berne, and receives persons sentenced by criminal courts for terms of imprisonment up to three years, including some forty or fifty convicted of habitual tramping with refusal to work. There is accommodation at present for about 200 men (picked as able-bodied, and otherwise suitable to be sent here), but the number seldom exceeds 150. The violent and insubordinate, and those who make attempts to escape are transferred to ordinary prisons, but such cases are rare.

About three or four abscond annually, but are generally brought back by the police. The staff of officers numbers forty-five; and two (unarmed) are placed in charge of each group of ten or twelve inmates employed in field work. Great stress is laid on the importance of their not merely supervising the men, but taking active part in the work, so as to stimulate them by example, and also to get acquainted with them. All inmates on their first entry are set to labour on the farm, and after some experience has been gained of their conduct and their capacity, they are either retained there or are employed in other occupations.

Most of them sleep and eat in cells, where they also spend their free time. Work begins at 5.30 in the summer, and at 6 a.m. in the winter. On winter mornings it takes place in the barns or workshops until daylight. At 9 a.m. and 4 p.m. there are intervals of twenty minutes. Dinner is at half-past eleven, and each man takes his ration from the kitchen to his cell, where he remains till 12.30. Men working at a distance from the main building have their dinners sent to them. At 7 p.m. in summer, and at dusk in winter they come back, have their supper, prepare vegetables, and do some housework for the following day, and then go to bed.

Breakfast consists of bread, coffee, and potatoes; dinner of bread and soup, with meat twice a week; for supper there is soup, with the occasional addition of fruit. The daily ration of bread is from 1 to 1½ lbs. The quantity of soup, vegetables, &c., is unlimited. Men engaged in hard work have extra bread at 11 a.m. and 4 p.m. with either coffee or lemonade.

There are various workshops where tailoring, shoe-making, smiths' work, and carpentering are carried on. Only men brought up in these trades work at them.

The Chaplain makes weekly visits and endeavours to influence individual inmates, while the Cantonal Inspector of Prisons has an interview with any prisoner shortly to be discharged.

A school has been established especially for the young men who volunteer to attend. Instruction, particularly in languages, is daily given on winter evenings. On Sunday singing takes its place.

By satisfactory conduct a remission of one-third of the term of detention may be obtained. For good work a small bonus is placed to the credit of the prisoner, who receives it on discharge. The establishment also pays the fares of inmates on discharge as far as the frontier, and in case of necessity makes a grant to their families.

The guiding principle of the management is to "improve the land by man and man by the land." The first of these objects, at any rate, is secured in a conspicuous degree. A huge marsh has been converted into a fertile farm, traversed by newly-constructed roads, and supplied with sufficient buildings. More and more ground has been reclaimed each year, and while the peat extracted has been sold at satisfactory prices, the soil, by scientific treatment and the abundant use of chemical manures, has been made to produce abundant crops. The original price paid for the land by the canton was £29,710. No trustworthy estimate of the present value can be given, but it is noticeable that the sales of farm produce in the

three years 1901-2-3 are about double what they were in 1896-7-8*; and it is not unreasonable to suppose that the worth of the estate has been raised in a corresponding degree. Without reckoning interest on the first capital outlay, the establishment is really self-supporting. It is true that the canton makes an annual grant, which in 1902 amounted to about £1,200, but this was more than counterbalanced by the increased value of buildings (all erected by home labour) and stock in the course of the year. When the land was originally taken over, in 1896, the valuation amounted to £200; it has now risen to £17,385.

In the course of five or six years more the work of reclamation, on which a large number of men are now employed, will be finished, and all the land at present covered by peat (about one-third of the whole) will have been brought under cultivation. The amount of labour then required will depend upon the crops grown, and if, as is proposed, vegetables are produced in considerable quantities on land now employed for stock-raising, the additional work involved will take the place of that which has been devoted to drainage. There is, therefore, no reason to anticipate that, even in the altered circumstances, the establishment will require any substantial contribution from public funds for its continued maintenance.

Thus, at Witzwyl, the land has been enormously improved by man, but the more important question is whether the improvement of man by the land is also secured.

This question is discussed at some length in a report by Mr. Otto Kellerhals, the exceedingly able and resourceful director. He urges that the worst possible work for prisoners is that which is mainly mechanical, and has in it nothing to engage their interest, or to teach them anything that will enable them to maintain themselves when discharged. He admits that in the case of hardened and violent prisoners, and those sentenced for considerable terms, punishment rather than reform has to take the first place. But he believes that most offences are the result of a disinclination to work, and he has found that this has the best chance of being cured by such varied agricultural operations as are carried on at Witzwyl. When a man sees the products of his labour, which have grown up before his eyes, he is induced to exert himself, and is stimulated in a fashion which contrasts with the leaden monotony of such occupations as stone-breaking and corn-grinding. Besides, he is encouraged by the officers, who invariably work with the men, and whose example has an excellent effect upon them.

It is pointed out that many prisoners are not hardened criminals, and only relapse into crime because they have not been brought into habits of regular work. Others are physically weak or are suffering from the effects of alcohol, and for both these classes regular work in the open air is the best possible treatment. Many of the older ones have little strength of will, and the best plan seems to be to endeavour to employ them after their discharge in order that, although free men, they may still be subject to the influences of the Institution. Some young men, too, whose offences have been mainly due to idleness and irregular habits, are under short sentences. They are ignorant of any trade, a few months' teaching would only make them bunglers, while on the farm they may become useful labourers, and can pick up knowledge sufficient to enable them to earn fair wages thereafter. Some of them are occupied in draining and road-making; some learn to milk and are taught the management of horses, pigs, and so on. Others take part in the various operations of building; some work in the timber yard and become familiar with steam saws and planes.

But it is farm work that affords the best opportunity for dealing with those in whom laziness has become ingrained. They are placed in the middle of a gang of labourers, and have to exert themselves whether they like it or not. The Institution is the terror of tramps and of persons who are habitually work-shy, while industrious men get on well.

A place where so many different kinds of occupation are available, where there is plenty of land still to be brought under cultivation, where the erection of fresh

* The amount was £1,495 in 1896, £2,063 in 1897, £3,184 in 1902, and £3,865 in 1903. These sums do not include the value of such produce (potatoes, corn, etc.) as is consumed in the institution.

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buildings has constantly to be undertaken, and where for some years the necessity for labour will be increasingly great, is considered to be specially suitable for the purpose to which it has been devoted.

It is impossible to procure any precise statistics showing the proportion of men who, after serving their term, may be regarded as permanently reformed and as supporting themselves by honest industry. Various efforts are made to give them a fair start on discharge. An officer has been specially appointed with the object of obtaining situations for men who can be recommended, and he is in relation with the Society for the Aid of Discharged Prisoners at Berne. Some are engaged for wages on the farm, and it is in contemplation to extend this system, as employers are often unwilling to take a prisoner immediately on discharge, whereas, after occupying a paid situation, he gains a character which rehabilitates him. Some also go to the neighbouring Free Labour Colony at Tannenholz which is somewhat like those established in England, and where there is no compulsory detention. It is believed, however, that with the amount of labour that will in future be necessary at Witzwyl there will be no difficulty in employing a considerable number of ex-prisoners at fair wages, and in making arrangements that none shall be obliged to go out into the world after discharge without having passed through this half-way stage of voluntary work.

The forced labour farm of St. Johannsen, near the Lake of Bienne, was established in 1884 for "the improvement of disorderly and work-shy adults," and is under the management of the Cantonal Police. It has accommodation for about 180 persons, the average actually received being 120. They have not been committed by criminal courts, but have been sent here by their district councils for terms varying from six months to two years. The offence of most of them has been begging or "work-shyness," while others have been inmates of district poor-houses from which they have been expelled for misconduct.

They are for the most part between the ages of forty and sixty, there being, however, about a dozen young men between twenty and thirty.

The buildings which they occupy are those of an old monastery. The land (about 400 acres) was originally waterlogged, but in the last twenty years has been drained and reclaimed and is now all under cultivation.

Most of the men are engaged in farm labour, and many in dairy-work, there being over 200 cows. There are also fourteen shoemakers, eight carpenters, six basket-makers, and four smiths who are employed in their own trades, but all who have no previously acquired knowledge of any special handicraft are sent to labour on the farm. Some are fairly industrious, and show that if they had sufficient resolution to resist drink they could easily earn their living outside. But many are incurably lazy and only do the minimum amount of work necessary to escape punishment (usually confinement in a cell on bread and water for twenty-four hours). By good behaviour and industry the term of detention may be shortened. A considerable proportion are sent here repeatedly, but no exact statistics are available. Periodical reports are not published. It was stated that even after payment of £400 a year as interest on capital, the total cost of the Institution (including salaries, &c., of staff) is reduced by sales to fourpence per head per diem.

The inmates wear a distinctive but not conspicuous dress. In 1903, twelve absconded, but all but one were brought back by the police.

They receive no money for their work or on discharge, but their fare is paid to their own district.

They sleep in dormitories of which the largest has eighteen beds.

The dietary consists mostly of soup and bread; they have meat only twice a week.

The hours of work are from 6 to 11.30 and from 12.30 to 7.

Their wives and families, if any, are usually supported partly or wholly by their district council.

The staff numbers about twenty, and each officer carries a revolver. But insubordination is said to be almost unknown, and assaults never take place.

No special means are taken to secure places for the inmates on their discharge; and apparently the manager does not believe that their stay in the institution often effects any thorough reformation. He considers that

most of them (see above) are too old to be amenable to good influences; and "work-shyness" is engrained in them. They have to work hard during their stay at St. Johannsen, and some of the younger men get broken of their idle habits, but the older ones come again and again.

The forced labour establishment of Canton Appenzell was founded in 1884 "for the reception of able-bodied men who from irregular or dissolute life or work-shyness become a charge on the district, or who require special supervision, or who neglect their families, or who are guilty of disorderly conduct in the poor houses," and they are sent here by the district council for terms ranging from six months to three years "in order to accustom them to hard work and regular life." Other inmates are those committed by the magistrates for minor offences, and in default of payment of fines imposed on them.

The farm is situated at Gmünden in the neighbourhood of St. Gallen, and consists of about 100 acres of land, for which the Canton paid £5,200, while about £7,000 more was spent on the buildings. It is managed by a Committee appointed by the Cantonal Government. It contains accommodation for fifty inmates, but the average number is only about thirty-five, for whose supervision there are, besides the director, four officers.

About half the inmates work on the farm, part of which is devoted to the growth of trees and shrubs from seed. Thousands of young pines are annually sold for planting in the neighbouring forests, and this nursery-garden work is found to interest the men. Thirty cows are kept, and dairy products find a profitable sale. About eight men are employed in weaving, while others are occupied in shoemaking, carpentering, &c.

They wear a conspicuously striped dress; that of the convicted men being different from that of the "administrative" prisoners (i.e., those committed by a district council). The two classes are said to be kept apart as far as possible, but as a matter of fact they were mixed together in work at the time of my visit.

There are sixteen single cells; the other sleeping rooms contain four to six beds each.

The hours of work are eleven in winter, twelve or more in summer. The intervals and the dietary are much the same as at Witzwyl.

The average term of detention in the case of the "administratives" is about a year; that of prisoners committed by magistrates is about three months. The term is shortened by good conduct if the governor is able to report that the object of the punishment has been attained.

There are very few attempts at escape (only one—which was successful—in 1902); but I saw one (convicted) man who had run away and been brought back three times, and was required to wear heavy irons in consequence. The officers are unarmed, but are said to be never assaulted.

A payment at the rate of £4 per annum is made by a district council for each person detained by its orders. Including such receipts the establishment was able, by the sale of agricultural produce and of manufactured articles, to show a net profit of about £140 for the year 1902 after payment of all expenses.

Most of the men from the district councils have been sent as drinkers or work-shy tramps, but here their labour is fairly steady.

They are credited with a small bonus for good work, and this is given to them on leaving.

An association for the aid of discharged prisoners helps them to find work, which is generally pretty plentiful.

No precise information is obtainable about their subsequent careers, but it is believed that many of them do well, and the proportion who are again sent here is only about 10 per cent.

The Forced Labour Institution for the Canton of Basel-Land is at Liethal, on the railway line between Basel and Olten. It receives short-term offenders convicted by the Courts, and also "administratives" committed for a term by the district councils for begging, habitual drunkenness, refusal to work, and neglect of their families. The inmates, who number about 70, are about equally divided between the two classes, which are kept separate. Both have the same dietary, but the convicted prisoners wear a distinctive dress. The "administratives" can get their term shortened by good conduct, and receive a bonus for efficient work, which may amount to as much as £3 or £4 on discharge, after a year's labour. The younger men are mostly employed

in industrial work (such as basket-making and shoemaking, in which careful instruction is given), while the old are engaged in the cultivation of the land, of which, however, there is less than 25 acres. Not many are sent here, for begging, as this is generally dealt with by the town authorities, and punished by confinement in the town prisons. The district councils usually contribute from £2 to £3 per annum for each person committed by them. But in the case of a man known to be a good workman (and many who are incorrigibly lazy under outside conditions are found here to work excellently) this payment may be excused altogether, and he is maintained in consideration of the value of his labour. The entire cost of the establishment, after deducting profits on sales, is about £1,000 a year, or £14 10s. per head.

Steps are taken to help inmates to obtain employment on discharge, and a committee has been formed with this object, but considerable difficulty arises, especially when trade is slack, from the reluctance of masters to take men from a penal establishment.

The poor-house for the city of Berne is situated at Kühlewyl, and is devoted to the reception of persons who have come under the charge of the ratepayers owing to physical or mental defects, as well as to those who have become destitute, on account of begging, refusal to work, or drinking habits. It is, in fact, much like an English workhouse with the addition of a farm of about 250 acres, and with the enforcement of compulsory detention. There are, altogether, 350 inmates (190 men and 160 women), about half of whom are over 60 years of age, and less than one-eighth are under 40. Some are actually imbeciles; others are more or less weak-minded; 25 are deaf and dumb; and a few are blind.

Tramps and habitual drunkards are usually sent there for either one or two years, but are allowed to shorten the term by good conduct.

They are mostly employed on farm work.

No distinctive dress is worn. There are a good many temporary escapes, two or three inmates being generally away, but they are nearly always brought back by the police.

Complaints are made that some of the inmates, either when out on leave or surreptitiously, now and then obtain alcoholic liquors and manage to get drunk.*

Some of the younger men appear to benefit by their detention, but no precise estimate can be given of the proportion of cases in which permanent reformation has been secured. After middle age, habits of drinking and of idleness are said to be rarely abandoned.

When inmates have behaved well, they are helped to find work, and tools are supplied to them on discharge.

There are workshops for carpentering, tailoring, shoemaking, and smiths' work; also for making baskets, paper bags, and straw covers for bottles. The net profits from farming, in 1902, amounted to £907, and those from the manufactured goods sold, to £396; the net cost per inmate, after deduction of these amounts, is £12 7s. a year.

There is a much greater mixture of different classes of inmates than in a well-ordered English workhouse of the same size. Separation of idiots from the sane, even of men from women, is not rigidly maintained, and inconvenience and irregularity are stated to result. But the farm provides excellent kinds of work, and is remunerative. And the system of detaining inveterate loafers and habitual drinkers, who would otherwise do no profitable work and would be pests to the public, is regarded as a distinct gain to the community, while it is not unjust to the individuals, who can always secure their release by showing themselves, during a reasonable period, fit to be trusted.

Of voluntary labour colonies there are only two in Switzerland. That of Herdern was founded in 1895 by a philanthropic society formed mainly in Zürich. It occupies the buildings of an old monastery near Frauenfeld in Canton Thurgau, and lies on the slopes of the vine-clad hills to the south-west of the Lake of Constance. Its object is to furnish employment for men temporarily out of work, for those who have begun tramping, and for discharged prisoners. Entry and discharge are purely voluntary; a preference is given to those recommended by district councils or by subscribers. Each person

must agree to remain at least four weeks, but may at any time be discharged for misconduct.

After the first fortnight the labourer is credited with a sum ranging from 3d. to 6d. a day, according to his work. He is paid the total sum on leaving, less the amount of any new clothes supplied to him; meantime he receives board, lodging, mending, washing, and tobacco.

At the time of my visit on April 30th, the number of colonists was only 50, but 75 can be accommodated, and the establishment is occasionally full in winter. In 1902, 209 persons were admitted, and the average stay of each was 108 days; 175 applications had to be refused for want of room, and 35 on other grounds. Of the 209, only 21 were agricultural labourers; 50 were factory hands; 25 were connected with the building trade; and 20 were clerks. But the number of applicants has somewhat fallen off since the meat dinners were reduced to two per week. The farm consists of about 300 acres, mostly devoted to dairying, with a large vineyard which is particularly useful owing to the varied work required for the culture of vines. But here, as in other labour colonies, a difficulty arises from the fact that the number of applications for admission is greatest during the winter just at the time when least farm labour is required.

It is not supposed that anything substantial is done to reclaim the men employed, though some religious instruction is given, and they are kept from liquor. All that is claimed for the institution is that it provides them with labour, and gets them into the habit of working, while it takes away from them the excuse for begging.

They are required to do an ordinary day's work; they have either porridge or coffee and bread for breakfast at seven; tea at nine; dinner (soup and vegetables, with meat twice a week) at twelve; and soup with bread in the evening.

Some aid is given to colonists in finding work when they leave. Of the 222 who went out in the course of 1902, the administration obtained places for thirty-one, while fifty-five secured situations for themselves; ninety-three departed professedly in search for work. Of the remainder, ten left without notice; seventeen were discharged for bad conduct, and sixteen for incapacity or infirmity.

No exact particulars can be given with regard to the subsequent careers of men who have passed through the colony. It is stated, however, that many for whom places have been obtained, have turned out so well that employers have again made applications to the administration for men. On the other hand, some are known to have lost their situations, generally on account of drunkenness. And many come to the colony again and again.

The expenses for the year 1902 amounted to £3,087 (including £1,690 for maintenance, £300 for salaries, and £264 for allowances to colonists), while the receipts were only £1,822 (including £348 from subscriptions, £456 from cantonal grants, and £1,000 from sales). It will be seen that the cost of maintenance per head (the average number of inmates being sixty-two) is much greater at Herdern than at the forced labour colonies. And the object of providing labour for the unemployed is only attained by working at a considerable loss.

The only other free labour colony in Switzerland is at Tannenhof, in the Canton of Berne, where the average of men employed is between forty and fifty. I did not visit it, but I am informed that the conditions are much the same as at Herdern, except that each man on admission contracts to stay at least two months. It was founded in 1889, with the special object of affording to men discharged from prison and from forced labour institutions a half-way house where they could obtain employment before trying to place themselves in the ordinary labour market.

In cantons where there are no voluntary societies for dealing with vagrants, the arrangements for the purpose are generally in the hands of the police. Thus, in Canton Ticino, if a person becomes destitute when away from home, he may make application at the police station, and if his papers are found in order, he is fed amply, and lodged tolerably for, say, a couple of nights, provided that he is seeking employment. This can generally be obtained without much difficulty, as the large amount of building in progress provides plenty of labour. If unsuccessful in his search, he is sent back to his own district, or to the frontier of the canton, if he belongs elsewhere. The ward where vagrants are lodged at Locarno (Canton Ticino), is a huge apartment, in a fourteenth-century

* In some cantons an innkeeper is liable to a penalty for supplying alcoholic drink to any person in receipt of public relief.

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castle, but the number of persons received there rarely reaches a dozen in the course of the week. Begging is promptly dealt with, and is no longer practised to any considerable extent. Now, and then, a persistent mendicant who refuses to work, is committed for a term to the Forced Labour Farm at Realta, belonging to the Canton of Graubünden, but such cases are very rare.

Some, too, are detained by their district council in the poorhouses, of which there is one belonging to nearly every district. Several which I visited seemed to me to compare badly, except in one respect, with English workhouses. The want of classification was conspicuous, most of the rooms were ill-ventilated, the sanitary arrangements and those for washing were very unsatisfactory. On the other hand, pains were evidently taken to provide useful employment for the inmates; everybody appeared to be kept busy, in some intelligent fashion; and such monotonous occupations as stone-breaking, corn-grinding and oakum picking were apparently unknown. These institutions, however, scarcely come within the range of the present Report, as tramps are lodged there only exceptionally when they have been sent by the police to their own district to be dealt with.

On the whole, after having discussed the question with a large number of persons qualified to speak with authority, I am inclined to ascribe the diminution of mendicity in Switzerland, first, to the very stringent measures adopted by the police for repressing it; secondly, to the steps taken against the work-shy; and, thirdly, to the special facilities afforded to those travelling in genuine search of employment. As the public at large recognise the fact that every industrious man can obtain board and lodging gratuitously they are unwilling* to give money for the purpose, and when there are no givers there are soon no beggars. No doubt, too, the fact that, as a rule, labour is in much demand in Switzerland, at any rate during most of the year, tends in the same direction, and public opinion has been aroused to indignation at the notion of able-bodied men being allowed to beg instead of working. There is a well-known proverb, "Muszigang ist aller Laster Anfang," which may be rendered "Loafing is the beginning of all vices" (or, more tersely, "Tramp means scamp"), and both courts and councils set themselves to repress this sort of work-shyness.

Then, again, the connection of the Swiss with his own district is much more close than that of the English labourer. He possesses burgher rights and privileges, and the council not only exercise control over his actions—a control which might be called arbitrary if it were not rather paternal—but, as they undertake to provide for

him in his old age, so they also adopt means to prevent his being a burden to them owing to laziness or misconduct. Thus, if he is a persistent drinker or habitually work-shy, they send him for a lengthened term to an institution where he is cut off from drink and is compelled to work. For one thing, they know all about him, and therefore there is the less chance of injustice being done. The difficulty of identification, which is so prominent in England, does not exist under a system which in Switzerland, as elsewhere on the continent, requires both papers of origin and certificates of discharge from employment. For another thing, he can again become a free citizen when he has given proof of reform by doing good work.

Undoubtedly the plan of forced labour farms has various advantages. At Witzwyl, for instance, the value of the labour is claimed to be equivalent to a sum of four francs per day for each man employed; whereas, if the men were allowed to rove about the country, they would do nothing useful. Certainly, it was impossible to help contrasting the active work at most of the institutions which I visited with the slackness of the average tramp ward in England. And some good results were obvious. Considerable tracts of land had been converted from almost worthless marsh to a high state of cultivation; men, who would have been not only unproductive but both troublesome and costly members of the community, were at any rate being brought into habits of regular work; and at some of the farms their labour supported not only themselves but the whole establishment. Doubtless the system requires both an efficient police (who must be zealous in suppressing mendicity and clever in catching fugitives from forced labour farms) and also councils and courts of justice which are not sentimentally indulgent.

The plan of requiring an inveterate tramp to do profitable work for a year or so seems superior, both economically and educationally, to that of giving him a general unremunerative task for a day at a time and making it necessary for him to beg his way from workhouse to workhouse. But it is found requisite that, side by side with any such method of dealing with the work-shy, means should be taken, whether by local authorities or by voluntary associations, for helping the industrious man who is travelling in genuine search of employment. As a condition of this assistance it does not seem unreasonable to require proof, in the shape of a discharge-note or other evidence, of his being a labourer and not a loafer.

I am,

Sir,

Your obedient Servant,

H. PRESTON-THOMAS.

To The Right Honourable

Walter H. Long, M.P.,

President of the Local Government Board.

* In the Canton of Schwyz there is actually a law of 1889 (recalling the provision against "private doles," in 27 Henry VIII., cap. 25) which imposes a penalty not exceeding 10 francs on "persons who, by giving alms, favour begging from house to house or in the street."

VAGRANCY OFFENCES.

1.—NUMBER OF PERSONS CONVICTED OF CERTAIN OFFENCES AGAINST THE POOR LAW AND VAGRANCY ACTS DURING THE TWELVE YEARS 1893-1904.

Offences.	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	1904.
Poor Law, Offences against :—												
Neglecting to maintain family, &c. - - - - -	2,010	1,910	1,667	1,725	1,785	2,065	2,060	1,943	2,074	2,137	2,453	2,408
Misbehaviour by paupers - -	2,585	2,996	3,158	3,051	3,098	3,417	3,309	3,407	4,749	5,620	6,117	7,079
Stealing or destroying work- house clothes - - -	505	756	718	551	493	511	531	402	517	656	784	870
Other offences - - - -	327	276	204	227	210	199	263	208	246	307	326	448
Vagrancy Acts, Offences against :—												
Begging - - - - -	11,487	13,059	10,523	11,866	10,754	11,066	9,317	8,416	10,771	12,107	14,638	17,718
Sleeping out - - - - -	4,490	4,454	4,463	4,584	4,795	5,255	4,809	4,215	5,303	5,659	6,091	7,248
Gaming, &c. - - - - -	12,561	18,149	16,521	18,343	20,071	22,616	21,933	21,930	23,679	20,898	22,116	21,100
Possessing picklocks and other implements - - - - -	19	21	15	18	15	24	20	11	24	16	18	1,173
Found in enclosed premises -	989	1,051	866	848	826	1,007	866	907	983	1,105	1,035	
Frequenting - - - - -	1,991	2,241	2,087	2,153	1,927	1,898	1,607	1,682	1,920	1,748	1,687	1,734
Living on prostitutes' earnings*	—	—	—	—	—	93	319	175	229	244	295	296
Number of incorrigible rogues dealt with at Quarter Sessions	104	122	105	111	127	141	143	182	209	214	240	314

* Offence created by the Vagrancy Act, 1898.

2.—SENTENCES OF IMPRISONMENT FOR CERTAIN OFFENCES AGAINST THE POOR LAW AND VAGRANCY ACTS DURING THE FOUR YEARS, 1901-4.

Offences	Number imprisoned				Over 3 months.				3 months and over 2 months.				2 months and over 1 month.				1 month and over 14 days.				14 days and under.			
	1901.	1902.	1903.	1904.	1901.	1902.	1903.	1904.	1901.	1902.	1903.	1904.	1901.	1902.	1903.	1904.	1901.	1902.	1903.	1904.	1901.	1902.	1903.	1904.
Against Poor Law :—																								
Neglecting to maintain family - - -	1,905	1,980	2,272	2,243	1	2	3	4	314	354	430	459	297	331	368	313	1,057	1,042	1,199	1,194	236	251	272	273
Misbehaviour by paupers	4,654	5,510	6,038	6,972	—	—	—	1	30	39	52	46	71	74	82	117	832	1,014	1,256	1,600	3,721	4,383	4,648	5,208
Stealing or destroying workhouse clothes -	503	630	760	855	—	—	—	—	23	24	19	39	46	58	54	78	163	192	242	244	271	356	445	494
Other offences - - -	224	264	291	407	1	—	—	—	8	5	3	4	10	19	2	26	46	63	92	146	159	177	194	231
Against Vagrancy Acts :—																								
Begging - - -	10,000	11,223	13,744	16,626	—	—	1	1	212	207	219	289	97	130	148	148	1,376	1,593	1,938	2,357	8,315	9,293	11,438	13,831
Sleeping out - - -	4,283	4,655	5,198	6,219	—	—	—	—	59	78	86	98	79	71	93	117	464	593	673	806	3,681	3,913	4,346	5,198
Gaming, &c. - - -	162	156	176	198	—	—	—	—	11	21	8	22	7	14	12	17	52	51	84	68	92	70	72	91
Possessing picklocks and other implements -	24	16	18	928	—	—	—	—	10	10	13	248	3	2	2	136	8	4	3	287	3	—	—	25
Found in enclosed premises	724	820	794	—	—	—	—	—	188	200	245	—	93	115	102	—	220	259	242	—	223	246	205	—
Frequenting - - -	1,744	1,599	1,506	1,557	—	2	1	1	810	788	691	726	326	231	230	237	415	398	419	380	193	180	164	213
Living on prostitutes' earnings - - -	218	233	278	285	12	—	3	1	140	176	198	208	49	30	57	60	15	26	19	14	2	1	1	2

APPENDIX XIX.

VAGRANCY OFFENCES
(Papers handed in by Mr. Simpson.)

1. NUMBER OF PERSONS PROSECUTED FOR BEGGING AND SLEEPING OUT IN EACH YEAR FROM 1857 TO 1904.

Appendix
XIX.

Year.	Begging.	Sleeping Out.	Total.	Year.	Begging.	Sleeping Out.	Total.
1857	9,306	3,676	12,982	1879	17,783	6,173	23,956
1858	9,776	3,678	13,454	1880	21,230	6,215	27,445
				1881	19,874	6,044	25,918
1859	7,716	3,125	10,841	1882	20,493	6,576	27,069
1860	7,545	3,030	10,575	1883	18,672	6,339	25,011
1861	8,298	3,557	11,855	Annual Average (1879-1883) }	19,610	6,269	25,880
1862	11,267	4,077	15,344				
1863	10,869	3,819	14,688				
Annual Average (1859-1863) }	9,139	3,522	12,661				
				1885	20,045	6,243	26,288
				1886	20,978	6,603	27,581
				1887	22,702	6,922	29,624
				1888	23,487	6,881	30,368
1864	9,545	3,738	13,283	Annual Average (1884-1888) }	21,055	6,711	27,765
1865	9,194	4,034	13,228				
1866	8,424	4,293	12,717				
1867	11,343	4,700	16,043				
1868	13,536	5,835	19,371	1889	20,032	6,620	26,652
Annual Average (1864-1868) }	10,408	4,520	14,928	1890	16,068	6,313	22,381
				1891	13,812	6,793	20,605
				1892	14,772	7,336	22,108
				1893	16,826	9,032	25,858
				Annual Average (1889-1893) }	16,302	7,219	23,521
1869	17,541	5,323	22,864				
1870	15,954	5,433	21,387				
1871	13,603	5,149	18,752				
1872	11,279	4,886	16,165	1894	19,155	8,243	27,398
1873	10,225	4,843	15,068	1895	15,678	8,159	23,837
Annual Average (1869-1873) }	13,720	5,127	18,847	1896	16,916	8,356	25,272
				1897	14,958	8,817	23,775
				1898	15,474	9,582	25,056
				Annual Average (1894-1898) }	16,436	8,631	25,068
1899	12,659	8,515	21,174				
1900	11,339	7,452	18,791				
1901	14,492	9,101	23,593				
1874	9,328	5,365	14,693	1902	16,184	9,598	25,782
1875	8,972	5,507	14,479	1903	19,283	10,349	29,632
1876	9,753	5,619	15,372	Annual Average (1899-1903) }	14,791	9,003	23,794
1877	11,213	6,141	17,354				
1878	14,247	6,307	20,554				
Annual Average (1874-1878) }	10,703	5,788	16,490				

2. NUMBER OF PERSONS PROSECUTED FOR BEGGING AND SLEEPING OUT IN EACH COUNTY IN 1903.

(The Counties are arranged in order of size).

County.	Acreage.	Population in 1901.	Persons Prosecuted for Beggings.	Persons Prosecuted for Sleeping Out.	Total.
York (West Riding) -	1,771,562	2,750,493	2,317	1,219	3,536
Lincoln - - - -	1,696,332	500,022	2,307	242	2,549
Devon - - - -	1,671,168	662,196	186	110	296
York (North Riding) -	1,366,108	455,252	554	149	703
Norfolk - - - -	1,314,612	476,553	132	55	187
Northumberland - -	1,291,515	603,119	297	328	625
Lancashire - - - -	1,196,753	4,387,043	2,819	2,628	5,447
Southampton - - -	1,052,810	799,582	1,228	525	1,753
Somerset - - - -	1,037,484	434,950	105	93	198
Essex - - - -	979,532	1,083,998	104	110	214
Kent - - - -	976,881	961,139	280	133	413
Cumberland - - - -	973,086	266,933	101	134	235
Suffolk - - - -	948,768	373,353	45	102	147
Sussex - - - -	932,409	602,255	273	102	375
Cornwall - - - -	868,220	322,334	252	34	286
Wiltshire - - - -	864,105	271,394	74	61	135
Salop - - - -	861,802	239,783	169	60	229
Gloucester - - - -	805,482	708,439	592	305	897
York (East Riding) -	750,039	385,007	269	38	307
Stafford - - - -	744,984	1,236,919	204	355	559
Cheshire - - - -	654,825	827,191	1,032	346	1,378
Derby - - - -	652,272	610,522	322	333	655
Durham - - - -	649,244	1,187,474	306	672	978
Northampton - - -	638,612	335,628	154	47	201
Dorset - - - -	625,578	202,063	35	30	65
Carmarthen - - - -	587,816	135,328	29	16	45
Warwick - - - -	579,885	939,904	389	513	902
Cambridge - - - -	553,219	184,759	19	14	33
Nottingham - - - -	540,123	514,459	79	85	164
Hereford - - - -	538,921	114,125	65	21	86
Leicester - - - -	532,788	437,490	52	18	70
Glamorgan - - - -	518,863	859,931	149	276	425
Montgomery - - - -	510,111	54,901	25	20	45
Westmorland - - -	505,330	64,409	122	64	186
Oxford - - - -	480,687	186,460	73	41	114
Worcester - - - -	480,059	453,734	249	147	396
Buckingham - - - -	479,358	197,046	19	35	54
Brecon - - - -	469,301	54,213	13	23	36
Berkshire - - - -	462,367	252,571	46	26	72
Surrey - - - -	461,807	653,549	117	83	200
Cardigan - - - -	443,071	61,078	15	5	20
Denbigh - - - -	426,084	131,582	51	48	99
Merioneth - - - -	422,018	48,852	184	12	196
Hertford - - - -	404,518	258,423	52	22	74
Pembroke - - - -	392,710	87,894	6	37	43
Carnarvon - - - -	365,986	125,649	41	27	68
Monmouth - - - -	349,712	298,076	45	216	261
Bedford - - - -	302,947	171,707	42	5	47
Radnor - - - -	301,164	23,281	6	—	6
Huntingdon - - - -	233,984	54,125	3	3	6
Anglesey - - - -	176,630	50,606	5	1	6
Flint - - - -	163,025	81,485	14	5	19
Middlesex - - - -	148,700	792,314	127	71	198
Rutland - - - -	97,273	19,709	10	1	11
London - - - -	74,839	4,536,541	3,079	303	3,382
Total - - - -	37,327,479	32,527,843	19,283	10,349	29,632

3. NUMBER OF PERSONS PROSECUTED FOR THE OFFENCE OF "MISBEHAVIOUR BY PAUPERS" IN EACH YEAR
FROM 1857 TO 1904.

Appendix
XIX.

Year.	Number of Persons prosecuted.	Year.	Number of Persons prosecuted.	Year.	Number of Persons prosecuted.
1857	1,540	1874	3,037	1891	2,608
1858	1,788	1875	2,716	1892	2,730
1859	1,180	1876	2,825	1893	2,918
1860	1,117	1877	3,547	1894	3,363
1861	1,348	1878	3,450	1895	3,501
1862	2,056	1879	2,894	1896	3,397
1863	2,116	1880	3,125	1897	3,470
1864	1,828	1881	3,122	1898	3,769
1865	2,005	1882	2,841	1899	3,632
1866	2,216	1883	4,262	1900	3,717
1867	2,985	1884	3,483	1901	5,118
1868	4,428	1885	3,439	1902	5,959
1869	4,507	1886	2,782	1903	6,496
1870	4,173	1887	3,039	1904	7,436
1871	4,289	1888	3,677	Total - -	156,952
1872	3,213	1889	3,617		
1873	3,201	1890	2,992	Annual Average (1857-1904)	3,270

APPENDIX XX.
VAGRANCY OFFENCES.

(Tables handed in by Mr. Farrant.)

Appendix XX. 1. NUMBER OF PERSONS PROSECUTED FOR THE OFFENCE OF "MISBEHAVIOUR BY PAUPERS," IN EACH COUNTY, FROM 1893 TO 1904.

County.	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	1904.
Bedford - - - - -	5	5	16	23	16	12	23	20	26	42	44	57
Berks - - - - -	91	85	91	117	79	97	102	94	134	166	134	176
Bucks - - - - -	25	36	52	36	28	38	57	40	24	56	62	170
Cambridge - - - - -	32	19	16	17	12	22	16	11	17	18	8	33
Cheshire - - - - -	57	76	72	57	70	62	34	32	65	57	123	120
Cornwall - - - - -	9	10	2	6	5	8	8	12	9	18	27	32
Cumberland - - - - -	8	5	13	8	12	12	13	8	17	20	23	31
Derby - - - - -	19	27	22	22	12	8	16	22	35	104	60	79
Devon - - - - -	53	40	60	46	59	70	49	40	88	70	110	108
Dorset - - - - -	9	8	27	15	21	11	15	22	56	43	44	51
Durham - - - - -	52	60	41	51	47	51	36	23	25	50	62	69
Essex - - - - -	62	92	51	77	130	100	115	69	122	108	157	145
Gloucester - - - - -	76	95	95	52	82	94	84	106	174	205	256	262
Hereford - - - - -	12	17	52	60	48	41	22	21	34	40	32	41
Hertford - - - - -	60	86	55	74	55	50	39	58	108	118	132	166
Huntingdon - - - - -	14	14	5	7	8	23	26	11	28	29	60	33
Kent - - - - -	115	145	126	113	135	210	259	288	270	193	221	215
Lancashire - - - - -	168	199	206	221	181	321	226	207	302	329	260	216
Leicester - - - - -	26	25	23	29	16	33	36	35	68	74	60	49
Lincoln - - - - -	45	33	43	36	36	24	33	44	48	47	120	160
London - - - - -	866	1,083	1,140	968	963	1,032	918	899	1,081	1,204	1,354	1,478
Middlesex - - - - -	39	40	57	61	65	57	73	68	99	93	87	110
Monmouth - - - - -	27	9	29	34	23	13	19	17	18	75	76	81
Norfolk - - - - -	37	47	64	56	69	78	92	76	66	60	101	99
Northampton - - - - -	69	64	54	53	76	86	71	56	57	88	101	75
Northumberland - - - - -	16	26	25	30	15	12	12	21	16	21	39	38
Nottingham - - - - -	12	31	42	77	65	48	97	60	105	110	95	121
Oxford - - - - -	43	59	57	57	71	46	63	37	80	132	124	125
Rutland - - - - -	—	5	—	2	4	—	3	3	25	42	35	35
Salop - - - - -	32	64	49	38	37	43	50	38	64	67	76	79
Somerset - - - - -	38	47	73	83	67	69	71	74	96	101	161	134
Southampton - - - - -	79	75	72	100	108	132	160	130	175	229	336	260
Stafford - - - - -	72	106	103	111	113	85	60	132	191	314	252	215
Suffolk - - - - -	30	52	41	21	26	26	27	29	32	21	63	63
Surrey - - - - -	93	76	74	76	112	89	79	118	229	225	169	242
Sussex - - - - -	120	86	106	114	124	103	106	171	254	315	282	256
Warwick - - - - -	57	79	72	81	54	90	71	86	132	160	177	196
Westmorland - - - - -	1	5	2	1	9	11	14	10	16	32	17	4
Wilts - - - - -	30	25	18	46	39	55	44	37	66	107	55	51
Worcester - - - - -	26	22	55	36	26	46	47	65	96	104	110	94
York (East Riding) - - - - -	22	35	29	22	67	56	66	43	57	73	78	84
„ (North Riding) - - - - -	26	24	29	25	53	64	13	43	71	76	51	84
„ (West Riding) - - - - -	135	159	166	166	154	175	217	262	342	412	564	1,077*
Anglesey - - - - -	—	—	—	—	—	—	—	—	—	—	1	—
Brecon - - - - -	7	8	12	16	15	6	10	8	20	10	5	10
Cardigan - - - - -	28	13	16	17	17	16	18	8	18	26	21	68
Carmarthen - - - - -	3	4	2	—	2	1	5	5	6	9	11	23
Carnarvon - - - - -	9	11	6	3	10	4	2	6	8	6	5	19
Denbigh - - - - -	5	5	14	5	7	12	9	17	12	5	12	19
Flint - - - - -	1	3	3	2	1	1	2	4	2	4	3	4
Glamorgan - - - - -	22	10	14	22	16	16	4	28	29	39	27	35
Merioneth - - - - -	5	—	2	1	1	—	—	—	1	7	10	20
Montgomery - - - - -	26	10	3	—	2	—	—	—	—	—	—	—
Pembroke - - - - -	4	2	4	4	7	10	—	3	2	4	3	4
Radnor - - - - -	—	1	—	2	—	—	—	—	2	1	—	—
TOTAL - - - - -	2,918	3,363	3,501	3,397	3,470	3,769	3,632	3,717	5,118	5,959	6,496	7,436

* The figures for the West Riding County Police District increased from 203 to 493, Sheffield City from 226 to 420, and Wakefield City from 43 to 86.

2. STATEMENT OF THE MEAN NUMBER OF ADULT ABLE-BODIED IN-DOOR PAUPERS (EXCLUSIVE OF VAGRANTS), OF THE MEAN NUMBER OF VAGRANTS RELIEVED, AND OF PERSONS RECEIVED INTO PRISON UPON SUMMARY CONVICTION, IN EACH YEAR FROM 1857 TO 1904. Appendix XX.

[The statistics of Pauperism and Vagrants are extracted from Tables 83 and 87 of the Report of the Local Government Board for 1903-4.]

Year.	Mean Number of Adult Able-bodied In-door Paupers (exclusive of Vagrants.)	Mean Number of Vagrants relieved.	Number of Persons received into Prison on Summary Conviction.	Year.	Mean Number of Adult Able-bodied In-door Paupers (exclusive of Vagrants.)	Mean Number of Vagrants relieved.	Number of Persons received into Prison on Summary Conviction.
1857	19,931	2,706	86,795	1881	22,251	6,114	150,888
1858	18,209	2,111	83,128	1882	21,558	4,790	153,645
1859	16,268	1,905	74,769	1883	20,558	4,097	151,056
1860	20,396	1,839	70,151	1884	20,685	4,483	150,096
1861	22,136	2,768	78,871	1885	21,927	5,094	138,015
1862	22,431	3,920	92,895	1886	23,002	4,833	144,989
1863	21,026	3,633	94,952	1887	24,005	5,265	138,755
1864	19,819	3,354	94,611	1888	23,597	6,504	144,765
1865	19,363	4,140	92,665	1889	22,313	4,929	137,088
1866	19,740	4,551	92,263	1890	22,956	5,552	132,789
1867	23,680	5,689	98,636	1891	26,392	6,498	128,958
1868	24,960	7,483	110,828	1892	30,202	6,888	136,996
1869	25,200	6,061	123,552	1893	32,992	8,936	143,178
1870	24,700	5,183	125,730	1894	34,675	8,539	146,497
1871	22,000	3,836	119,368	1895	35,678	10,634	135,377
1872	19,331	2,700	118,261	1896	35,221	11,555	141,418
1873	18,222	2,787	126,437	1897	35,884	11,296	141,102
1874	18,487	2,767	128,724	1898	35,596	11,362	150,214
1875	16,059	3,248	132,594	1899	34,387	9,400	147,249
1876	16,446	3,770	136,783	1900	33,580	9,719	139,179
1877	18,025	4,216	144,562	1901	35,095	10,793	155,100
1878	19,109	4,143	143,325	1902	37,561	12,596	162,969
1879	22,584	6,790	149,646	1903	39,991	12,134	179,979
1880	22,515	6,979	139,546	1904	43,987	14,184	189,445

Note.—By the mean number is meant the mean of the numbers relieved in the middle of the year (1 July) and at its termination (1 January).

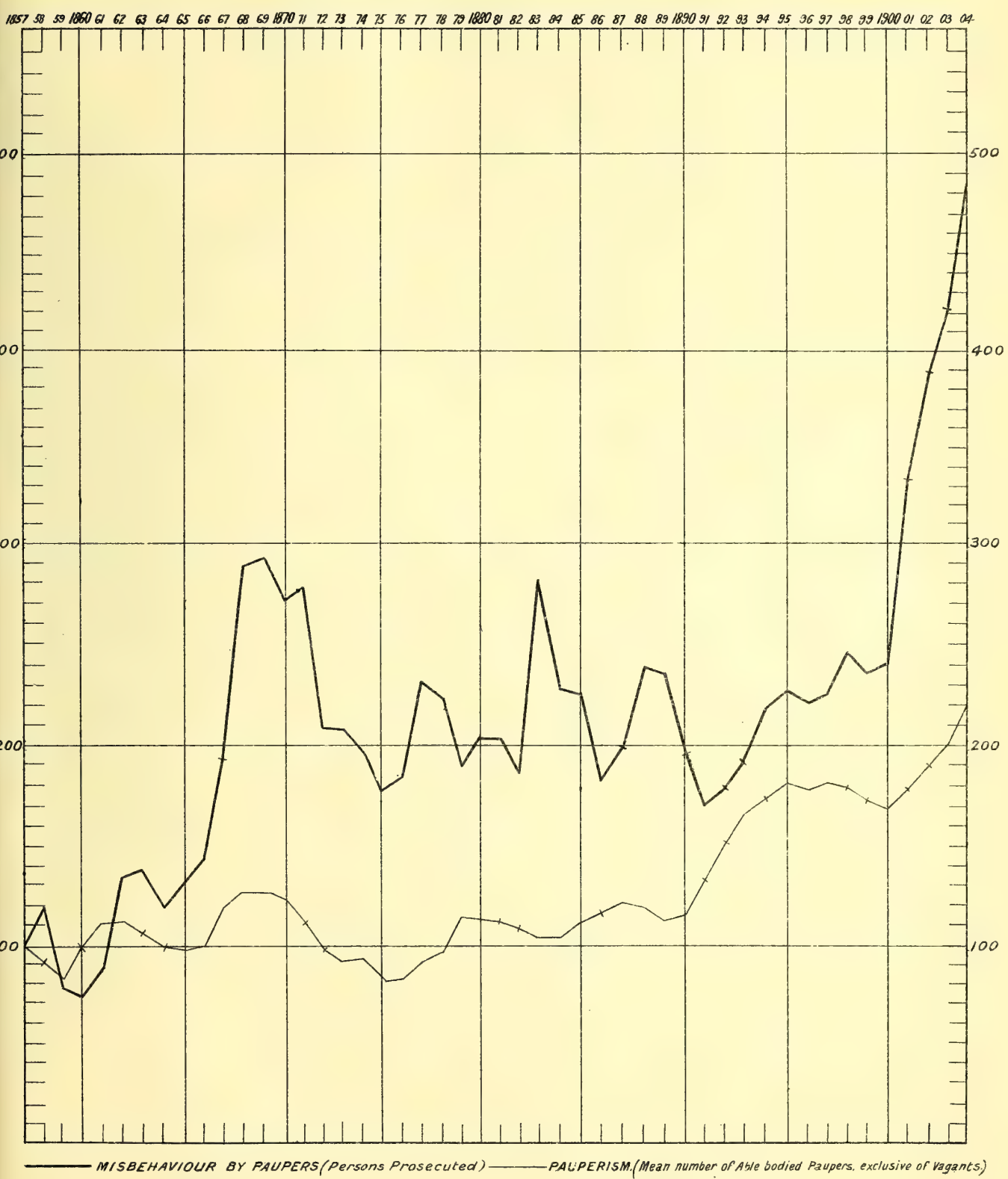
3. STATEMENT OF THE PERCENTAGES UPON WHICH CHARTS NOS. 7 TO 10 ARE BASED.

Year.	Mean Number of Adult Able-bodied Indoor Paupers (exclusive of Vagrants).	Mean Number of Vagrants relieved.	Persons prosecuted for				Persons received into Prison on Summary Conviction.
			Misbehaviour by paupers.	Begging.	Sleeping out.	Totals of Begging and Sleeping-out.	
1857	100	100	100	100	100	100	100
1858	91'36	78'01	116'10	105'05	100'06	103'64	95'78
1859	81'62	70'40	76'62	82'91	85'01	83'51	86'14
1860	102'33	67'96	72'53	81'07	82'43	81'46	80'82
1861	111'06	102'29	87'53	89'17	96'76	91'32	90'87
1862	112'54	144'86	133'51	121'07	110'91	118'19	107'03
1863	105'49	134'26	137'40	116'80	103'08	113'14	109'40
1864	99'44	123'95	118'70	102'57	101'68	102'32	109'01
1865	97'15	152'99	130'19	98'80	109'74	101'89	106'76
1866	99'04	168'18	143'90	90'52	116'78	97'96	106'30
1867	118'81	210'24	193'83	121'89	127'86	123'58	113'64
1868	125'23	276'53	287'53	145'45	158'73	149'21	127'69
1869	126'44	223'98	292'66	188'49	144'80	176'12	142'35
1870	123'93	191'54	270'97	171'44	147'79	164'74	144'86
1871	110'38	141'76	278'51	146'17	140'07	144'45	137'53
1872	96'99	99'78	208'64	121'20	132'91	124'52	136'25
1873	91'43	102'99	207'86	109'88	131'75	116'07	145'67
1874	92'76	102'25	197'21	100'24	145'95	113'18	148'31
1875	80'57	120'03	176'36	96'41	149'81	111'53	152'77
1876	82'51	139'32	183'44	104'80	152'86	118'41	157'59
1877	90'44	155'80	230'32	120'49	167'06	133'68	166'56
1878	95'88	153'10	224'03	153'09	171'57	158'33	165'13
1879	113'31	250'92	187'92	191'09	167'93	184'53	172'41
1880	112'96	257'91	202'92	228'13	169'07	211'41	160'78
1881	111'64	225'94	202'73	213'56	164'69	199'65	173'84
1882	108'16	177'01	184'48	220'21	178'89	208'51	177'02
1883	103'15	151'40	276'75	200'64	172'44	192'66	174'04
1884	103'78	165'67	226'17	194'08	187'81	192'30	172'93
1885	110'01	188'25	223'31	215'40	169'83	202'50	159'01
1886	115'41	178'60	180'65	225'42	179'63	212'46	167'05
1887	120'44	194'57	197'34	243'95	188'30	228'19	159'87
1888	118'39	240'35	238'77	252'39	187'19	233'92	166'79
1889	111'95	182'15	234'87	215'26	180'08	205'30	157'94
1890	115'18	205'17	194'29	172'66	171'74	172'40	152'99
1891	132'42	240'13	169'35	148'42	184'79	158'72	148'58
1892	151'53	254'55	177'27	158'74	199'56	170'30	157'84
1893	165'53	330'23	189'48	180'81	245'70	199'18	164'96
1894	173'98	315'56	218'38	205'83	224'24	211'05	168'79
1895	179'01	392'98	227'34	168'47	221'95	183'62	155'97
1896	176'71	427'01	220'58	181'78	227'31	194'67	162'93
1897	180'04	417'44	225'32	160'74	239'88	183'14	162'57
1898	178'60	419'85	244'74	166'28	260'66	193'01	173'07
1899	172'53	347'38	235'84	136'03	231'63	163'10	169'65
1900	168'48	359'16	241'36	121'85	202'72	144'75	160'35
1901	176'08	398'85	332'34	155'73	247'58	181'74	178'70
1902	188'46	465'48	386'95	173'91	261'10	198'60	187'76
1903	200'65	448'41	421'82	207'21	281'53	228'25	207'36
1904	220'69	524'17	482'86	247'54	320'59	268'23	218'27

CHART N° 7.

MISBEHAVIOUR BY PAUPERS, AND TOTAL PAUPERISM.

Progress since 1857, taking 100 as the equivalent, in each case, of the figures for 1857.



— MISBEHAVIOUR BY PAUPERS (Persons Prosecuted) — PAUPERISM (Mean number of Able bodied Paupers, exclusive of Vagrants)

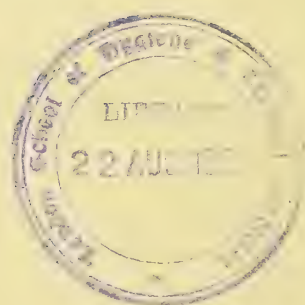


CHART N° 8.

MISBEHAVIOUR BY PAUPERS, AND PAUPER VAGRANCY.

Progress since 1857, taking 100 as the equivalent, in each case, of the figures for 1857

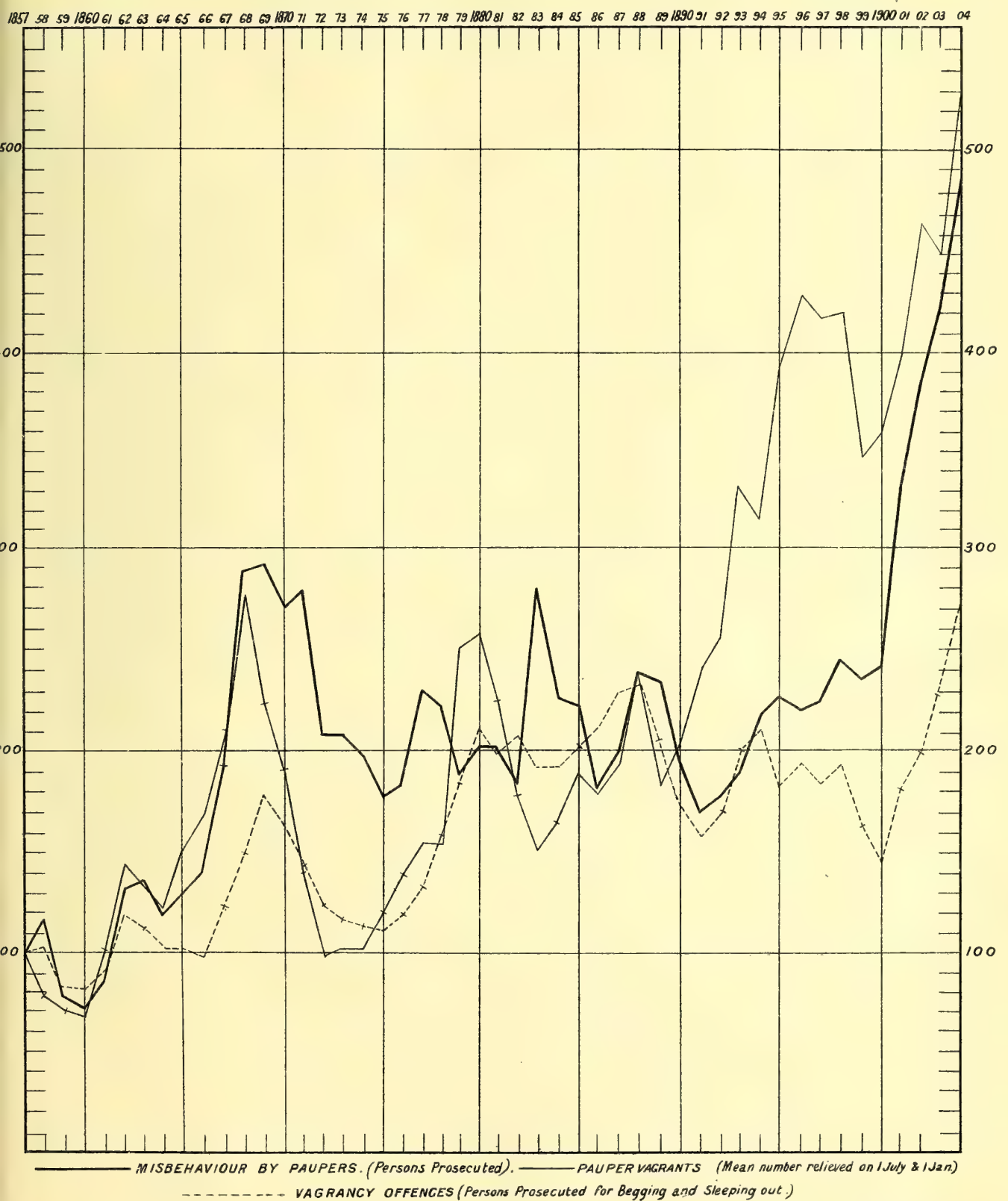
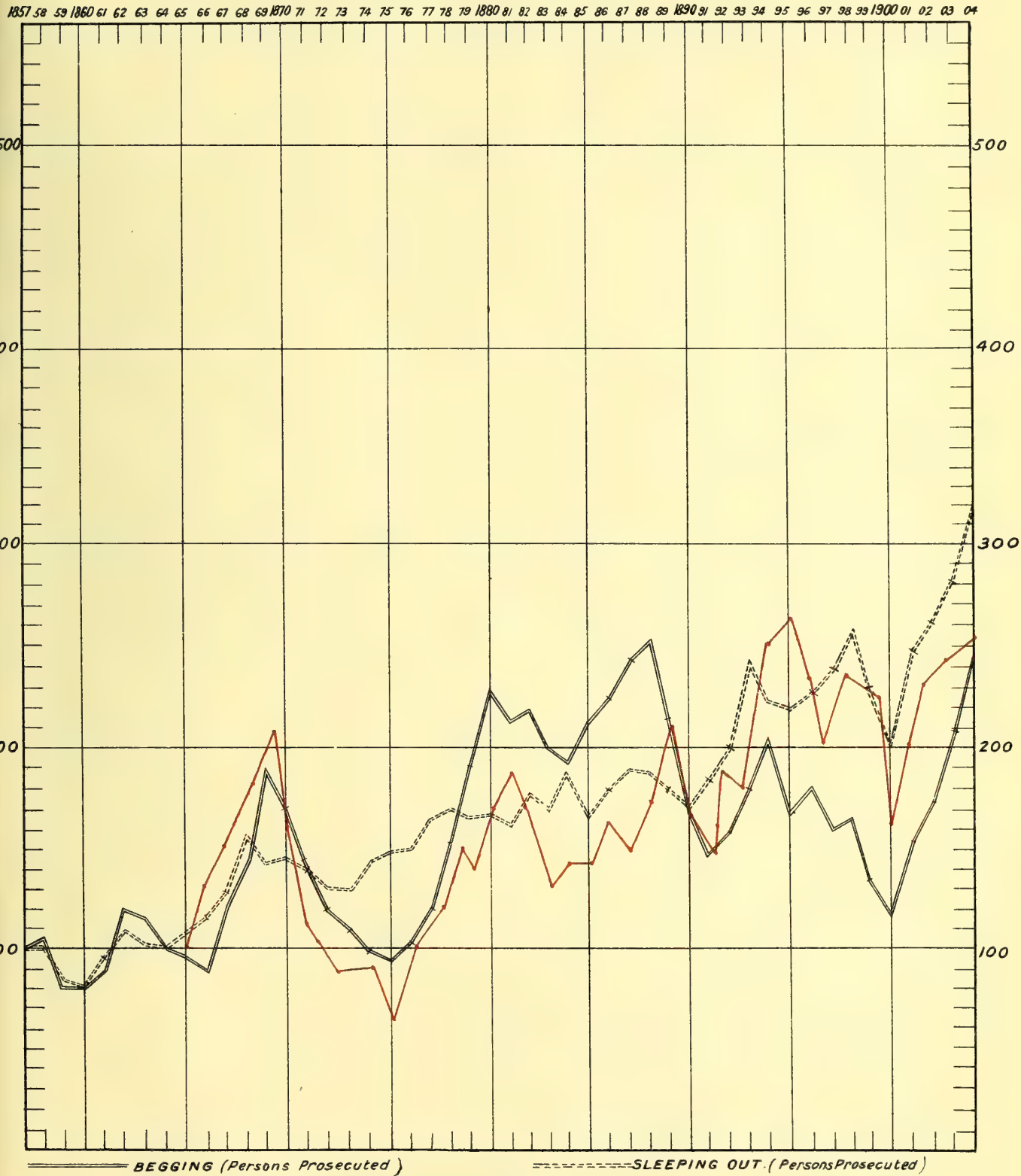




CHART N° 9.

BEGGING & SLEEPING OUT, AND PAUPER VAGRANCY.

Progress since 1857, taking 100 as the equivalent of the figures for 1857.



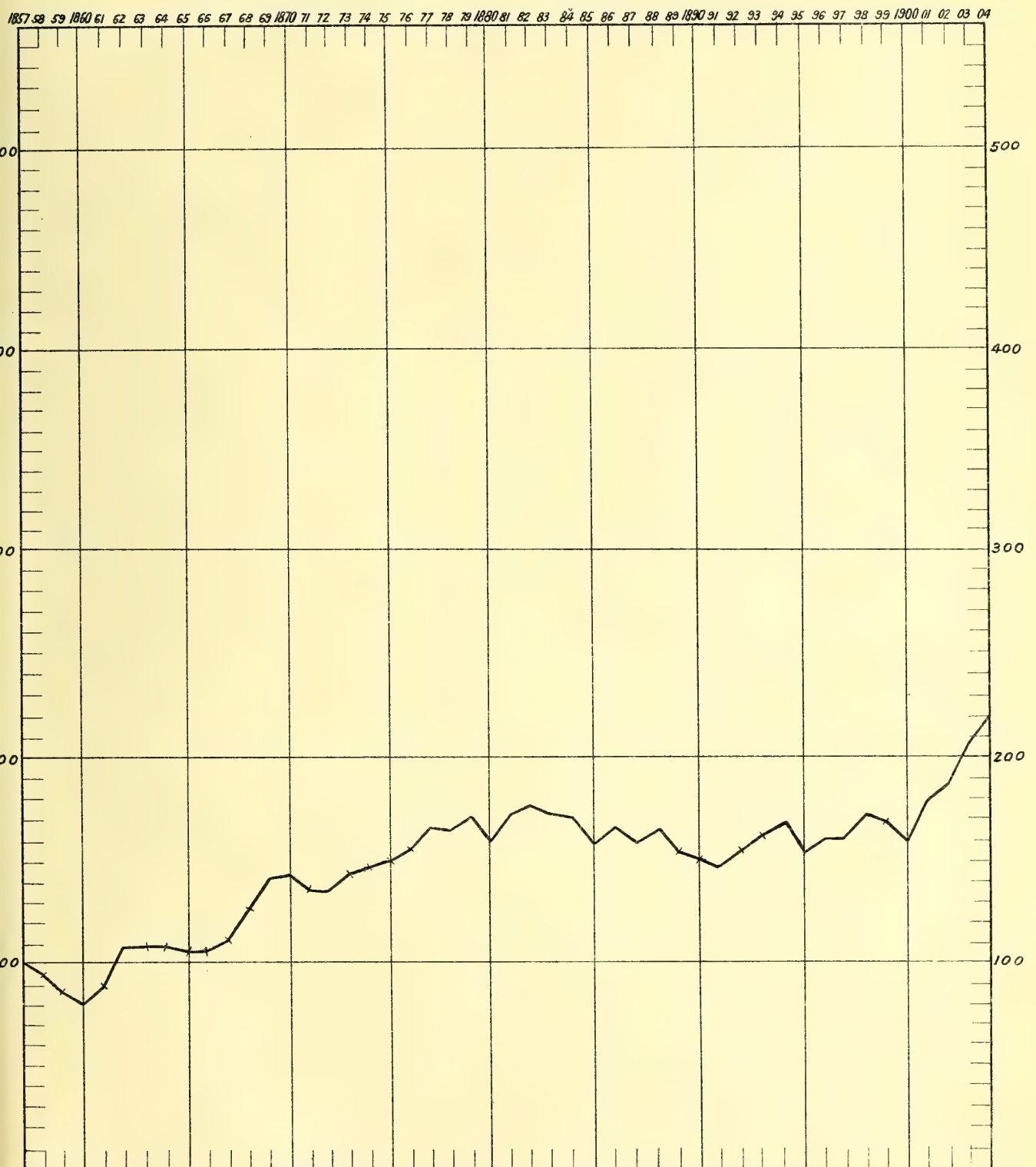
The red line shows the progress since 1865 of the figures for vagrants relieved on the 1st January in each Year. Since 1890 the figures of the night count are taken (see pages 20 & 21.)



CHART N° 10.

IMPRISONMENT UPON SUMMARY CONVICTION.

Progress since 1857, taking 100 as the equivalent of the figures for 1857.



— PERSONS RECEIVED INTO PRISON UPON SUMMARY CONVICTION.

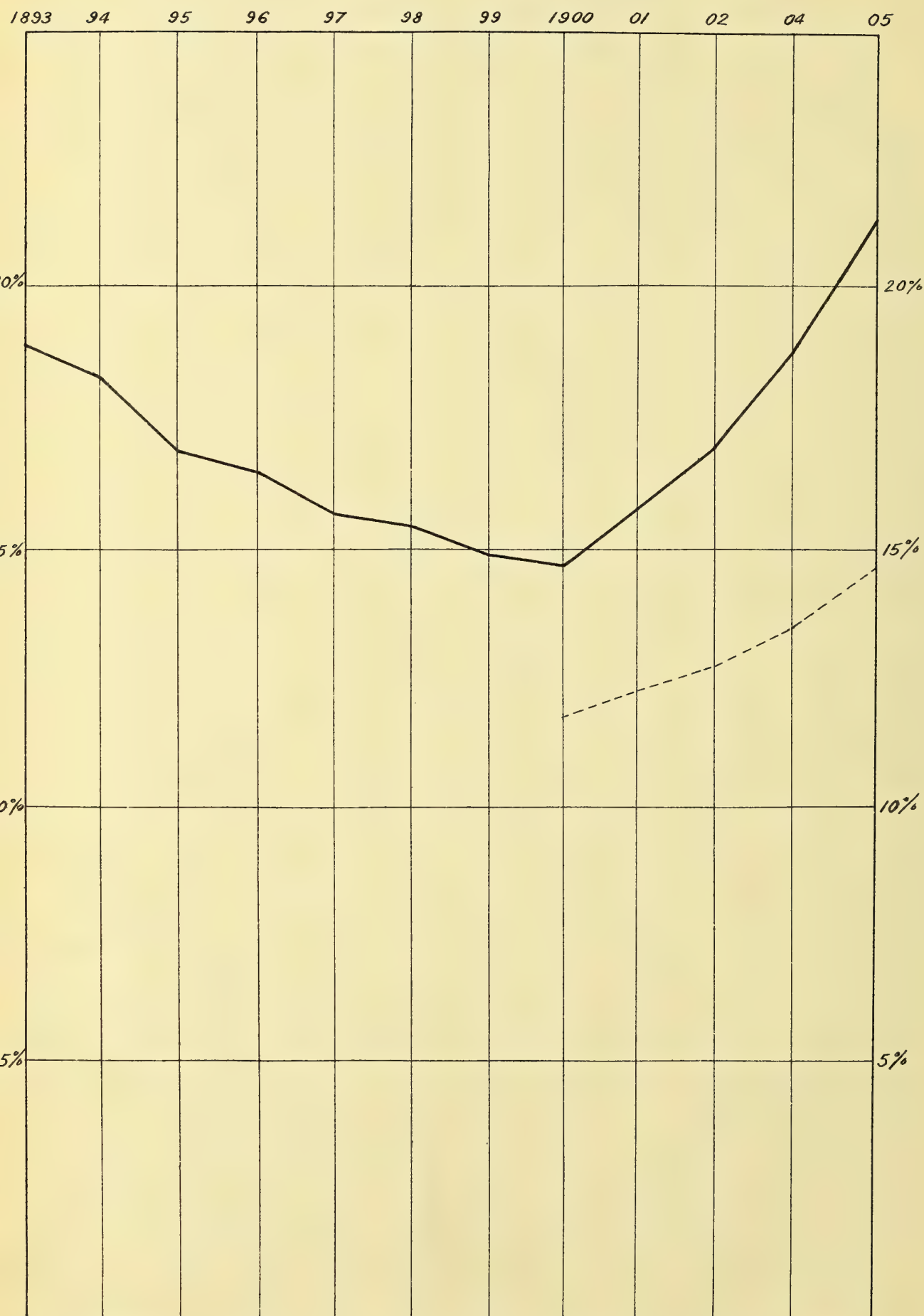
NOTE. Out of a total of 189,180 persons received into prison upon summary conviction during the year ended 31st March 1905, no less than 70,665 were imprisoned for drunkenness.





PERCENTAGE OF PERSONS FINED WHO WERE
IMPRISONED IN DEFAULT OF PAYMENT.

(The figures for years prior to 1893 are not available)



NOTE. The dotted line shows the percentage of persons imprisoned in default of payment of fines exclusive of persons released from prison on payment of part of the fine (Prison Act, 1898, section 9)

4. NUMBER OF PERSONS SENTENCED TO PAY FINES, AND NUMBER AND PERCENTAGE OF PERSONS IMPRISONED IN DEFAULT OF PAYMENT, IN EACH YEAR FROM 1893 TO 1904.

Appendix
XX.

(The figures for Persons imprisoned in default of fines for years prior to 1893 are not available.)

Year.	Persons sentenced to pay Fines.	Persons imprisoned in default of payment of Fines.	Percentage imprisoned in default of payment.
1893	422,369	79,836	18·90
1894	444,459	81,349	18·30
1895	443,595	74,703	16·84
1896	475,962	78,743	16·54
1897	501,520	78,521	15·68
1898	545,283	84,031	15·41
1899	563,378	83,855	14·88
1900	531,843	78,345	14·73
1901	548,292	86,536	15·78
1902	540,108	91,638	16·97
1903	551,232	103,412	18·76
1904	507,330	107,625	21·21

The numbers and percentages of Persons imprisoned in default of payment of Fines, exclusive of Persons who were released on payment of part of the Fine (Prison Act, 1898, section 9), were as follows :—

Year.	Number.	Percentage.
1900	72,673	13·66
1901	79,436	14·49
1902	83,884	15·53
1903	94,189	17·09
1904	98,156	19·35

APPENDIX XXI.

BELGIAN LAW OF 27TH NOVEMBER, 1891, FOR THE REPRESSION OF VAGRANCY AND BEGGING.

Art. 1. For the repression of vagrancy and begging, the Government shall organise institutions of correction under the name of "dépôts de mendicité," "maisons de refuge" and charity schools (écoles de bienfaisance).

Art. 2. The institutions of correction mentioned in the preceding Article shall be exclusively devoted to the confinement of persons whom the judicial authority shall place at the disposal of the Government to be shut up in a "dépôt."

The "maisons de refuge" mentioned in the same Article shall be exclusively devoted to the confinement of persons whom the judicial authority shall place at the disposal of the Government to be confined there, and persons whose confinement is requested by the authority of the commune.

The charity schools shall be devoted to persons who are under eighteen years of age and have been placed by the judicial authority at the disposal of the Government, or whose admission has been applied for by the authority of the commune.

Art. 3. Persons over eighteen years of age, whose confinement in a "maison de refuge" has been applied for by the authority of the commune, shall be admitted when they present themselves voluntarily, provided with the copy of the order of the burgomaster and aldermen authorising their admission.

Art. 4. When confinement in a "maison de refuge" has been requested by a communal authority, the costs of maintenance shall be charged to the commune.

Art. 5. Persons under twenty-one years of age confined in the "dépôts" shall be entirely separated from inmates above this age.

Art. 6. Able-bodied persons confined in a "dépôt" or "maison de refuge" shall be kept to the work prescribed in the institution.

They shall receive daily wages, except when withdrawn as a measure of discipline, on which a reserve shall be made in order to form their leaving fund.

The Minister of Justice will fix for the several classes in which the inmates are placed, and according to the labour on which they are employed, the rate of the wages and the amount of the reserve.

The leaving fund shall be paid partly in cash, partly in clothes and tools.

Art. 7. The routine and discipline of the institutions shall be regulated by royal decree.

The inmates may be subjected to solitary confinement.

Art. 8. Every person found in a state of vagrancy shall be arrested and brought before the police tribunal. Souteneurs shall be treated as vagrants.

The decision of the magistrate concerning souteneurs may be appealed against during the period provided for by the code of criminal instruction.

Art. 9. Any person found begging may be arrested and brought before the police tribunal.

Art. 10. Adult and able-bodied foreigners not residing in Belgium, who are found begging or in a state of vagrancy may be at once conducted to the frontier.

Art. 11. Persons arrested under the present law may be provisionally liberated by the Minister of Justice or by the tribunals.

Art. 12. The magistrates shall verify the identity, age, physical and mental condition, and the mode of life of individuals brought before the police tribunal for vagrancy or begging.

Art. 13. They shall place at the disposal of the Government, to be confined in a "dépôt" for at least two years and not more than seven years, able-bodied persons who, instead of working for their living, depend upon charity as professional beggars, and persons who from idleness, drunkenness, or immorality live in a state of vagrancy, and souteneurs.

Art. 14. The correctional courts may put at the disposal of the Government, to be confined in a "dépôt" for not less than a year or more than seven years, after the completion of their punishment, vagrants and beggars whom they sentence to imprisonment of less than a year for a breach of the penal law.

Art. 15. The Minister of Justice may liberate persons confined in a "dépôt" where he considers it useless to prolong their detention for the term fixed by the tribunal.

Art. 16. The magistrates may put at the disposal of the Government, to be confined in a "maison de refuge" persons found in a state of vagrancy or begging, without any of the circumstances mentioned in Article 13.

Art. 17. Persons confined in the "maisons de refuge" shall be set free when their leaving fund reaches the amount fixed by the Minister of Justice for the several classes in which the inmates are placed, and according to the trade they follow.

Art. 18. Persons confined in a "maison de refuge" shall not in any case be kept there above a year against their will. The Minister of Justice shall set free any person confined in a "maison de refuge" whose detention he considers to be no longer necessary.

Art. 19. The Government may at any time conduct to the frontier persons of foreign nationality who have been put at its disposal for detention in a "dépôt" or "maison de refuge."

Art. 20. The managers of the "maisons de refuge" shall give to the inmates, upon their leaving the institution, a certificate of their detention, with attestation of good behaviour, if necessary.

Art. 21. The cost of maintenance of persons confined in a "dépôt" under a decision of the judicial authority, shall be borne up to a third part by the commune of their settlement. The remainder shall be divided equally between the State and the province.

The same rule shall apply to the cost of maintenance of able-bodied persons confined in the "maisons de refuge."

When a person confined in a "dépôt" or "maison de refuge" under a decision of the judicial authority, has no settlement in Belgium, and his settlement cannot be ascertained, the cost of maintenance to be borne by the commune of settlement under the preceding paragraph, shall be borne by the province in which he has been arrested or brought before the court.

In the case of souteneurs the cost shall be borne by the commune in which they were pursuing their practices.

Art. 22. The share falling on the commune of the cost of maintenance of persons confined in the "dépôts" shall be charged to the communal budget.

The share falling on the commune of the cost of maintenance of persons confined in the "maisons de refuge" shall be borne by the almshouses and boards of charity, without prejudice to subsidies by the commune in case of the resources of these institutions being inadequate.

Art. 23. When a person placed at the disposal of the Government to be confined in a "maison de refuge" is declared by the managers to be non-able-bodied, the cost of maintenance, except in the case of injury or sickness occurring during the confinement, shall be borne, as long as the incapacity for work remains, by the commune of his settlement. The managers must give immediate notice of any such case to the commune of settlement.

Art. 24. When the person brought before the police tribunal under Article 8 or Article 9 of the present law is under eighteen years of age, the magistrate, if habitual begging or vagrancy is proved, shall order that he be placed at the disposal of the Government to be confined in a State charity school until he attains his majority.

Art. 25. When a person under the age of sixteen is convicted of having wilfully committed an offence punishable with a police penalty, the court, even in the case of a second offence, shall not sentence him to imprisonment or a fine, but shall record the offence and reprimand the child, or, if the nature and gravity of the offence or the circumstances of the case require it, shall place the child at the disposal of the Government until he comes of age.

Art. 26. The courts and tribunals may, when they sentence to imprisonment a person under the age of eighteen, direct that he shall remain at the disposal of the Government from the expiration of the sentence until he comes of age.

Art. 27. Persons placed at the disposal of the Government under Articles 25 and 26 of the present law shall be confined in a State charity school.

Art. 29. Persons under the age of thirteen at the date of entering a State charity school shall remain, during the whole term of their confinement, entirely separated from persons who enter at a more advanced age.

Similarly, persons entering a State charity school at an age of more than thirteen and less than sixteen years shall remain during the whole term of their confinement, separated from persons who enter at a more advanced age.

Art. 30. Persons placed at the disposal of the Government under Articles 24, 25 and 26 of the present law, or Article 72 of the Penal Code, may, after confinement in a State charity school, be placed in apprenticeship with a farmer or artisan; they may also with the assent of their parents or guardian be placed in a public or private institution for instruction.

Art. 31. Persons confined in State charity schools may be returned conditionally to their parents or guardian by direction of the Minister of Justice, if the parents or guardian afford sufficient guarantees of good character and are in a position to take care of the child.

Art. 32. Persons returned conditionally to their parents or guardian, as provided in the preceding Article, may until coming of age, be re-instated in a State charity school, by direction of the Minister of Justice, if it is

considered that their residence with their parents or guardian has become dangerous to their morals. For the purposes of the rule established by Article 29 of the present law, they shall be deemed to have been placed at the disposal of the Government at the date on which they were re-instated. Appendix XXI.

Art. 34. The cost of maintenance and education of persons placed in State charity schools shall be charged to the State as regards one-half; and, as regards the other half, to the commune of settlement if they have been placed at the disposal of the Government by a decision of the judicial authority, or to the commune which has applied for their admission.

When a person confined in a State charity school under a decision of the judicial authority has no place of settlement in Belgium and when his place of settlement cannot be ascertained, the cost of maintenance and education charged to the commune of settlement by the preceding paragraph, shall be borne by the province in which he has been arrested or brought before the magistrate.

Art. 35. The cost of maintenance and education of children placed at the disposal of the Government under Articles 25 and 26 shall be borne by the State.

Art. 37. The King will fix annually the price per day of maintenance in the State charity schools, in the "maisons de refuge" and the "dépôts."

Art. 38. The cost of relief given in execution of the present law may be recovered from the persons relieved or from those liable for their maintenance. It may also be recovered from those who are responsible for the injury or illness which necessitates the relief.

Art. 39. The following are liable to imprisonment from eight days to three months:—

(1) A person who habitually causes a child under sixteen years of age to beg; and

(2) A person who procures a child under sixteen years of age or a cripple for the purpose of being used to excite public pity.

In the case of a second offence the penalty may be doubled.

Art. 42. The present law shall come into force on the 1st January, 1892.

APPENDIX XXII.

DÉPÔT DE MENDICITÉ AT MERXPLAS.

1. PARTICULARS AS TO EARNINGS, EMPLOYMENT, AND PUNISHMENT OF COLONISTS, CANTEEN, AND POPULATION OF COLONY.

(Translated from documents furnished by the Director of the Colony.)

EARNINGS OF COLONISTS.

1.—The earnings of the colonists depend upon the nature of their occupation.

The following scale of payments per day was approved by the Minister of Justice in 1903:—

(A) Able-bodied Inmates.

	Centimes.	
Industrial work - - -	15	to 25
Farm work - - -	12	" 21
Domestic garden and other work - - -	12	" 18
Offices of trust or requiring special qualifications, such as writers, designers, telephonists, assistant overseers, hall-porters, store assistants, school assistants, hospital assistants, shepherds, stablemen, dairymen, butchers, porters, monitors, sacristans, etc. - - -	20	" 30
In the punishment or disciplinary sections - - -	10	" 15

As a general rule, the colonists in each class receive the minimum payment at first. The rate of payment can be increased by a monthly supplement under special circumstances, but the supplement must not exceed half the earnings nor a maximum of 4 francs. The amount of it is fixed by the Director. In addition a gratuity of 4 to 6 centimes daily can be granted to colonists who act as firemen and of 3 centimes to readers and choristers.

The inmates employed on industrial work are, as far as practicable, paid according to their work. In the case of piece work no supplement is paid.

(B.) Non-able bodied Inmates.

Canteen money, 3 centimes per day.

2.—The colonists are paid monthly one-half of their earnings and of any supplement, to spend as they like. The other half is retained by the management to form the "masse de sortie" (leaving fund), which is paid to the colonist on leaving the colony.

The greater portion of the sums paid to the colonists is expended by them in purchasing supplementary food stuffs at the canteen. Some of them, however, spend nothing, or hardly anything, and bring the money they have received to the pay-clerk, to be added to their "masse de sortie."

THE CANTEEN.

3.—During the year 1904, articles to the total value of 95,661 frs. 36 centimes were purchased by colonists at the canteen. Of this sum 92,742 frs. 32 centimes was spent as follows:—

	frs. centimes.	
Tobacco - - -	33,012	60
Lard and bacon - - -	33,981	02
Herrings - - -	4,018	43
Cheese - - -	1,519	60
Coffee - - -	3,050	64
Eggs - - -	2,991	96
Bread - - -	8,818	62
Beer - - -	3,225	30
Butter - - -	104	00
Liquorice - - -	834	40
Flannel vests - - -	1,185	75

It will be seen that the favourite articles were tobacco, lard, and bacon.

EXPENSES.

4.—The Dépôt pays its own expense (buildings, food

clothing, payments to staff and colonists, etc.) out of the following sources of revenue:—

(i) The sum of 66 centimes (6½d.) per day for each able-bodied colonist, paid by the State, the Province, and the Commune in equal shares (*i.e.*, 22 centimes each).

(ii) The sum of 1 franc 50 centimes (1s. 2½d.) per day for each non-able bodied colonist whose state of health necessitates special care. This sum is contributed in the same manner.

(iii) The profits from the labour of the colonists. These three sources of revenue are sufficient for the expenses of the colony. The estimate of the receipts and expenditure for 1905 will be found at page 124.

POPULATION OF COLONY.

5.—On the 31st December, 1904, the number of colonists was 5,110, distributed as follows:—

Industrial - - -	1,751
Agricultural - - -	2,132
Domestic, etc. - - -	837
Unemployed - - -	390
	<hr/> 5,110

The official division of these 5,110 colonists was:—

1st Section - Souteneurs, incendiaries, and "immoraux" - - -	131
2nd " - Insubordinates, dangerous characters, and those who attempt to escape - - -	181
3rd " - Able-bodied, over 21 - - -	3,212
4th " - Inmates from 18 to 21 - - -	74
5th " - Infirm inmates who from their state of health require special care, but who can be useful in certain kinds of work - - -	1,043
6th " - Inmates detained for the first time, having no serious antecedents - - -	37
7th " - Incurables with no employment - - -	256
8th " - Sick under treatment in hospital - - -	90
9th " - Inmates in the punishment section - - -	86

TOTAL - 5,110

The following table shows the population of the colony on the 1st January in each year since 1889:—

1890 - - -	2,924	1898 - - -	3,918
1891 - - -	3,281	1899 - - -	4,035
1892 - - -	3,706	1900 - - -	3,907
1893 - - -	3,990	1901 - - -	4,115
1894 - - -	3,929	1902 - - -	4,702
1895 - - -	4,053	1903 - - -	4,869
1896 - - -	4,504	1904 - - -	5,025
1897 - - -	3,902	1905 - - -	5,110

The number of entries in each year since 1892 has risen as follows:—

1893 - - -	3,444	1899 - - -	3,018
1894 - - -	4,140	1900 - - -	3,547
1895 - - -	3,708	1901 - - -	4,348
1896 - - -	3,219	1902 - - -	4,515
1897 - - -	3,104	1903 - - -	4,649
1898 - - -	3,334	1904 - - -	4,615

EMPLOYMENT.

6.—Stoppage of work on account of bad weather is rare. In rainy weather gangs who are at work at a distance from the buildings have shelters where they can wait till they are able to resume work; otherwise they spend the day indoors. It is impracticable to arrange for other work on these few occasions.

On an average about fifty-seven colonists work in the fields under one overseer but the number in each brigade varies considerably according to the work they are engaged upon.

PUNISHMENTS.

7.—Colonists refusing to work are the exception. Cases occur, however, and these are punished by the Director according to the gravity of the offence. The punishments are as follows :—

- 3 to 60 days' ordinary cells with ordinary diet.
- 3 days' punishment cells with ordinary diet.
- 3 days' ordinary cells with bread and water diet.
- 3 days' punishment cells with bread and water diet.
- Confinement in the punishment quarter is given for serious insubordination.

As a rule the colonists return to their work as soon as their punishment is over.

DETENTION IN COLONY.

8.—The term of detention varies in each particular case, but on an average it is 16 months.

PRODUCE.

9.—The colony does not produce sufficient foodstuffs for its needs. In particular large quantities of potatoes and cereals have to be bought.

2. TIME-TABLE OF COLONY.

(a) Summer.		
WEEK DAYS.	April 1st to Sept. 15th.	Sept. 16th to Oct. 31st.
Rise - - - - -	4.30 a.m.	5.0 a.m.
Distribution of Bread - - - - -	5.0 "	5.30 "
Work - - - - -	5.45 "	6.15 "
First Meal and Rest - - - - -	8.0 "	8.0 "
Resume Work - - - - -	8.30 "	8.30 "
Director's Report - - - - -	10.0 "	10.0 "
Second Meal - - - - -	10.40 "	10.40 " }
	11.40 "	11.40 " }
Work - - - - -	1.15 p.m.	1.15 p.m.
Rest - - - - -	4.0 "	4.0 "
Resume Work - - - - -	4.30 "	4.30 "
Third Meal - - - - -	6.45 "	6.45 " "
Bed - - - - -	7.0 "	7.0 "
Doctor's Visit - - - - -	7.0 a.m.	7.0 a.m.
SUNDAY.		
General Medical Inspection - - - - -	After Mass	After Mass
Mass - - - - -	7.0 and 8.0 a.m.	7.0 and 8.0 a.m.
Vespers - - - - -	2.30 p.m.	2.30 p.m.
(b) Winter.		
WEEK DAYS.	Nov. 1st to Feb. 15th.	Feb. 16th to Mar. 31st.
Rise - - - - -	6.0 a.m.	5.30 a.m.
Distribution of Bread ; Coffee - - - - -	6.30 "	6.0 "
Work - - - - -	7.15 "	6.45 "
Director's Report - - - - -	10.0 "	10.0 "
Second Meal - - - - -	10.40 "	10.40 " }
	11.40 "	11.40 " }
Resume Work - - - - -	1.15 p.m.	1.15 p.m.
Third Meal - - - - -	4.0 "	5.0 "
Bed - - - - -	4.30 "	5.30 "
Third Meal (Artisans) - - - - -	6.45 "	6.45 "
Bed " - - - - -	Directly afterwards	Directly afterwards
Doctor's Visit - - - - -	8.0 a.m.	8.0 a.m.
SUNDAY.		
General Medical Inspection - - - - -	After Mass	After Mass
Mass - - - - -	8.0 and 9.0 a.m.	8.0 and 9.0 a.m.
Vespers - - - - -	2.0 p.m.	2.0 p.m.

3. ESTIMATE FOR THE YEAR 1905.

EXPENDITURE.

RECEIPTS.

	Francs.	English Equivalent £.	Francs.	Cen- times.	Centimes.	Francs.	English Equivalent £.
I.							
Maintenance Grants— Able-bodied inmates, 3,500 at 66 centimes per day - - - 843,150 fcs. Non able-bodied, 1,000 at 1 fc. 50 centimes per day - - - 547,500 fcs.							
II.							
Sales of Farm Produce— Milk, vegetables, butter, sheep, pigs, etc., sold to private persons - - -							
III.							
Produce of Workshops— Sold to private persons, prisons, charitable institutions, and discharged colonists - - - - -							
IV.							
Various Receipts— From canteen - - - - - From sales of deceased inmates' effects, etc. - - - - - Monies earned and left behind by absconding colonists - - - - - Rent of sporting rights - - - - - Sundries - - - - -							
Total Receipts - - - - -							
V.							
Salaries and Allowances to permanent staff, etc. - - - - - Office, Library, and School Expenses— Printing, paper, books, etc. - - - - - Buildings and Furniture— Repairs and upkeep of buildings - - - - - Ditto of furniture - - - - - New furniture - - - - - Maintenance and Clothing— Food for colonists and auxiliary staff - - - - - Clothing and bedding for overseers - - - - - Ditto for auxiliary staff - - - - - Ditto for colonists - - - - - Heating and lighting - - - - - Domestic utensils - - - - - Grants to Colonists (Earnings)— Artisans - - - - - Employed on farm and land - - - - - Employed on light work (including grants to infirm) - - - - - Canteen— Cost of articles for sale - - - - - Workshops— Cost of tools, raw material, &c. - - - - - Farm and Estate— Plants, seeds, etc. - - - - - Manures - - - - - Live stock - - - - - Straw and fodder - - - - - Veterinary services - - - - - Tax for watch dogs - - - - - Miscellaneous— Travelling expenses of officials - - - - - Postal expenses - - - - - Carriage of goods - - - - - Sundries - - - - - Total Expenditure - - - - -							
VI.							
Francs.							
Cen- times.							
Francs.							
English Equivalent £.							
IX.							
Total Receipts - - - - -							
" Expenditure - - - - -							
Excess of Receipts over Expenditure - - - - -							

4. DIETARY SCALES IN FORCE AT MERXPLAS.

Appendix XXII.

(a) *Able-bodied Inmates, and Non-able bodied Inmates not requiring Special Care.*

Articles composing the Food Preparations.		Measure of Quantity.	Quantity allowed per 100 Rations.
FIRST MEAL (daily):—			
Rye Bread	- - - - -	lb.	148'50
Drink	{ Chicory - - - - -	"	5'50
	{ Skim Milk - - - - -	pint	7'04
SECOND MEAL :—			
(a) (Sunday and Thursday.)			
Meat Soup	{ Meat - - - - -	lb.	15'40
	{ Rice - - - - -	"	22'00
	{ Peas - - - - -	"	15'40
	{ Salt - - - - -	"	4'40
	{ Pepper - - - - -	"	0'05
	{ Vegetables - - - - -	"	4'40
(b) (Monday, Tuesday, Wednesday, Friday, and Saturday.)			
Rice and Vegetable Soup	{ Lard - - - - -	"	1'65
	{ Rice - - - - -	"	22'00
	{ Peas - - - - -	"	15'40
	{ Salt - - - - -	"	4'40
	{ Pepper - - - - -	"	0'05
	{ Vegetables - - - - -	"	4'40
THIRD MEAL :—			
(a) (Monday, Wednesday, and Friday.)			
Vegetable Soup	{ Haricot beans - - - - -	"	55'00
	{ Lard - - - - -	"	1'65
	{ Salt - - - - -	"	3'30
	{ Pepper - - - - -	"	0'05
	{ Vegetables - - - - -	"	8'80
	{ Vinegar - - - - -	pint	1'76
(b) (Sunday, Tuesday, Thursday, and Saturday.)			
Potato Soup	{ Potatoes - - - - -	lb.	286'00
	{ Vegetables - - - - -	"	17'60
	{ Bacon - - - - -	"	6'60
	{ Salt - - - - -	"	3'30
	{ Pepper - - - - -	"	0'05
	{ Onions - - - - -	"	2'20
	{ Vinegar - - - - -	pint	1'76

(b) *Non-Able bodied Inmates whose State of Health necessitates Special Care.*

Articles composing the Food Preparations.										Measure of Quantity.	Quantity per 100 Rations.
FIRST MEAL :—											
Whole meal bread		-	-	-	-	-	-	-	lb.	110'00	
Drink	{	Chicory	-	-	-	-	-	-	"	4'40	
		Coffee	-	-	-	-	-	-	"	'44	
		Skim milk	-	-	-	-	-	-	pint	7'04	
SECOND MEAL :—											
(a)	{	Meat	-	-	-	-	-	-	lb.	44'00	
		Rice	-	-	-	-	-	-	"	6'60	
		Vegetables	-	-	-	-	-	-	"	22'00	
		Potatoes	-	-	-	-	-	-	"	114'40	
		Salt	-	-	-	-	-	-	"	4'40	
		Pepper	-	-	-	-	-	-	"	0'06	
Beer	-	-	-	-	-	-	-	gallon	11'00		
<i>or</i>											
(b)	{	Pork	-	-	-	-	-	-	lb.	44'00	
		Peas	-	-	-	-	-	-	"	44'00	
		Vegetables	-	-	-	-	-	-	"	22'00	
		Salt	-	-	-	-	-	-	"	4'40	
		Pepper	-	-	-	-	-	-	"	0'06	
Beer	-	-	-	-	-	-	-	gallon	11'00		
THIRD MEAL :—											
Potato Soup	{	Potatoes	-	-	-	-	-	-	lb.	275'00	
		Lard	-	-	-	-	-	-	"	1'65	
		Vegetables	-	-	-	-	-	-	"	11'00	
		Salt	-	-	-	-	-	-	"	4'40	
		Pepper	-	-	-	-	-	-	"	0'06	
Beer	{	Vinegar	-	-	-	-	-	-	pint	1'76	
			-	-	-	-	-	-	gallon	11'00	

(c) Sick Inmates.

Articles composing the Food Preparations.		Measure of Quantity.	Quantities per 100 Rations per day.										Special Dietary.			
			Ordinary Dietary.						Portion.							
			Low Diet.		Half Portion.			Portion.								
			White Bread.	Broth.	White Bread.	Broth.	Milk.	White Bread.	Broth.	Milk or Beer.	Soup.	Milk.	White Bread.	Eggs.	Wine.	Lard.
White Bread	-	lb.	33	-	55	-	-	-	55	-	-	-	55	-	-	-
Milk	-	pint	-	-	-	-	-	176	-	-	-	-	-	-	-	-
Beer	-	"	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Meat	-	lb.	-	55	-	55	-	-	55	-	-	-	-	-	-	-
Vegetables	-	"	-	6·6	-	6·6	-	-	6·6	-	-	-	-	-	-	-
Salt	-	"	-	2·2	-	2·2	-	-	2·2	-	-	-	-	-	-	-
Potatoes	-	"	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Onions	-	"	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Pepper	-	"	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Vinegar	-	pint	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Lard	-	lb.	-	-	-	-	-	-	-	-	-	-	-	-	-	4·4
Eggs	-	number	-	-	-	-	-	-	-	-	-	-	-	200	-	-
Wine	-	pint	-	-	-	-	-	-	-	-	-	-	-	-	35·20	-

The allowance of these articles is at the Doctor's discretion. They are only given with the Low Diet or the Half Portion.

According to Medical Order.

APPENDIX XXIII.

GERMAN INSTITUTIONS.

(Papers handed in by Mr Dawson.)

1. DIETARY IN BENNINGHAUSEN WORKHOUSE.

Morning.—Coffee with milk and bread.

Noon.—Peas, beans, or lentils with potatoes; vegetable soup with potatoes; cabbage or turnips, with potatoes (the portion of potatoes allowed is 750 grammes for men and 660 grammes for women); or fresh fish and potatoes.

Evening.—Soup—made with rye or wheaten flour, bread, oats, buckwheat, rice or potatoes.

Of bread 550 grammes are allowed to each man and 400 grammes to each woman daily.

EXTRAS.

At Easter, Whitsuntide, Christmas, and on the Emperor's birthday, beef or pork, with beer, is given.

Twice a week 100 grammes of meat may be served to men and 80 grammes to women instead of the fat which enters into the noon meal.

Once a week cheese (100 grammes) is served to men and women, and once also a salted herring.

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2. LIFE IN A GERMAN WORKHOUSE.

The workhouse which serves for the reception of the tramps, mendicants, and loafers of the Province of Westphalia in Prussia, and which may be regarded as representative of German Houses of Correction of this type in general, is situated at Benninghausen, a village eight or ten miles from Soest. The entire area of the estate is about twelve English acres, which, however, excludes a farm formerly attached to the workhouse, and now worked as a separate provincial undertaking. In the books of the workhouse the value of the land is placed at £1,022, while the buildings are insured for £19,950, and the furniture, equipment, and material for £5,329. The whole of the prisoners are kept to work of a kind suited to their strength, capacity and sex, their employment being determined by the director and the resident doctor together. The principal methods of employment are the following:—

(1.) Farm work on the provincial estate at Eichelborn, for which purpose men are farmed out as required.

(2.) Building and earthworks in connection with provincial institutions and undertakings.

(3.) A series of industries carried on within the walls of the workhouse.

(4.) Works on the buildings, both within and without.

(5.) Domestic and culinary work such as baking (for the workhouse and two other provincial institutions), washing, cleaning, sewing, etc.

The various employments detailed in the last Report under Nos. 3 and 4 were:—Locksmithry, joinery and carpentry, basket and chair making, tinning, mason's work, roofing, painting and plastering, weaving and spooling, tailoring, boot and shoe making, saddlery, book-binding, cigar making, machine turning, and repairs to tools and implements. The weaving department produced 45,547 metres of stuff, the tailoring department produced 158 complete suits and 2,890 single garments, the sewing department 5,099 bed coverlets, towels, shirts, aprons, handkerchiefs, neckerchiefs, etc.; the shoemaking department 748 pairs of shoes, the carpentry department 1,319 articles of furniture, and so forth. The total value of the goods produced and of the labour farmed during the year was £6,164, which more than covered the cost of food and clothing.

The prisoner's day begins during the summer months (April 1 to September 30) at 4.30 and during winter and on Sundays and festivals at 5.30. The hours are divided as follows—

4.30 a.m. At the sound of the bell every prisoner has to rise, dress, and wash, and in a quarter of an hour must have arranged his bedclothes and be ready to leave the dormitory.

4.45 a.m.—Assembling in the corridors the prisoners are numbered, after which (so runs the "Order of the Day") "they shall offer up at word of command (*auf Commando*) a silent prayer." Then the field labourers, the implement room workers, and the bakers go to the dining rooms, and the weavers, tailors, shoemakers, cigar makers, and the female inmates to the workrooms, there to begin at once their work.

4.50 a.m.—The bell sounds for the morning meal (soup and bread), the inmates going to the same in bands in charge of the overseers.

9.0 a.m.—Work is then continued without interruption until 9.0, when there is a pause for a quarter of an hour for bread and beer.

11.40 a.m.—A pause for dinner, which is partaken like breakfast in bands. (For the outside labourers a different order is followed.)

12.0 to 1.0 p.m.—A pause, during which the prisoners have at least half an hour in the open air.

4.0 p.m.—A pause of a quarter of an hour for bread and beer.

7.15 p.m. (in winter and on Sundays and festivals, 6.15).—The bell rings for supper, and work ends for the day.

7.50 p.m.—The prisoners are examined for the possession of forbidden articles, and at 7.55 they are marched off to bed.

The work-day thus runs to about twelve hours in summer, though in the Berlin Workhouse (Rummelsburg) it is only ten hours. But while, as a rule, the hours are the same for all, work is not altogether measured by time, but according to the capacity of the individual inmate, and where the tasks imposed are unfulfilled at the close of the day, owing to evident sloth or insubordination, some sort of punishment follows. On the other hand a reward is offered as an encouragement to diligence, the money so earned being given to the owner on his discharge.

3. LIFE IN A GERMAN LABOUR COLONY.

The German Labour Colonies are of two kinds—the agricultural and industrial colonies, the latter represented as yet by two institutions only, those at Berlin and Magdeburg. In the employment of the Berlin colonists three methods are followed:—(1) They are set to trades and occupations on the premises, under the general oversight of the master, assisted by foremen chosen from their own number by the test of capacity and steadiness. (2) Their labour is farmed to outside employers, who provide raw materials and in some cases tools, and pay a fixed rate per head and hour or per output, the work

being here also done on the premises. (3) There is also employment outside the colony, either on the farming principle or at the direct instance of the institution itself. This is a plan for which every season of the year in turn affords abundant scope, though a serious disadvantage is the absence of proper control. The outside occupations for which the colonists are most commonly told off are those of agriculture, horticulture, forest and street work, and domestic and house work, such as coal carrying, wood-cutting, carpet-beating, snow-clearing, furniture removing, etc.

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The principal source of work and also of revenue, however, is the first of these classes. The handicrafts followed are naturally such as require as small an investment of capital as possible, together with a minimum amount of training and skill in the workman, though in the interest of variety these conditions have to some degree to be departed from. The productive department of the Berlin colony trades largely in brushes and besoms, which are sold to dealers, manufactories, breweries, inns, hospitals and other wholesale consumers ; in simple carpentry, including, besides furniture packing, boxes for cheese, chocolate, wine, and other bulky goods ; in straw cases for bottles, and other straw work ; and firewood of all sorts and sizes, which is retailed at the house doors in the city. In addition, there is a department for letter and circular writing and envelope addressing, and for the delivery in all parts of Berlin of prospectuses, trade addresses, and private letters. A colonist's bare keep costs the association from 4d. to 5d. per day, and this he is expected to earn. As a rule he earns more, and the surplus is put to his credit in a savings bank, from which he may draw for extras, in the form of clothes, etc.

The week-day routine is fixed by the " House Order " and is carefully enforced. Between the times of rising, 4.30 a.m., and of retiring to bed, 9.30 p.m., the colonists work eleven hours, six days a week, during the greater

part of the year, for in winter the order is somewhat relaxed. There are four regular meals, at 6.0 a.m., 9.30 a.m., 12.0 a.m., and 7.0 p.m., besides an interval for coffee at 4.0. p.m. The work day ends at 7.0, and before bedtime is called an hour and a half is allowed for recreation and reading and for games. Books and periodicals are supplied in sufficiency. Singing, too, is cultivated. The day is begun and ended with common worship, and on Sundays and church festivals, which are observed as holidays, there is regular divine service, with celebrations of Holy Communion at intervals during the year.

Of the admissions during one year one hundred and one were agricultural labourers, eighty-one factory operatives, seventy-one artisans, sixty joiners, thirty-six locksmiths, twenty-eight painters, twenty-four clerks, twenty-six cabinet-makers, twenty-one shoemakers, twenty-one masons, seventeen tailors, eleven bakers, eleven barbers, eleven waiters, eleven smiths, ten gardeners, and ten paperhangers, and seventy-one other trades and occupations were represented by the remainder who included three schoolmasters, four farmers, a clergyman, and a lawyer. If possible, work is found for the colonists before they are discharged, for a labour registry is carried on in connection with every labour colony, though this is not practicable in a large percentage of cases.

WILLIAM HARBUTT DAWSON.

APPENDIX XXIV.

SALVATION ARMY INSTITUTIONS. •

(Papers handed in by Mr. David C. Lamb.)

1. SUMMARISED ANALYSIS OF THE PARTICULARS RECORDED OF 880 MEN RECEIVED AND DISCHARGED FROM THE SALVATION ARMY (MAIN) COLONY AT HADLEIGH, IN ESSEX, DURING THE YEARS 1901 AND 1902.

(CASUALS STAYING LESS THAN ONE MONTH WERE RECEIVED AT A SEPARATE BRANCH OF THE COLONY, AND TREATED APART FROM THE MAIN COLONY. THEY ARE NOT INCLUDED IN THIS RETURN.)

Age.

	Per cent.
There were under 25 years of age - - -	20
There were over 25 and under 30 years of age	12
There were over 30 and under 40 years of age	28
There were over 40 and under 50 years of age	28
There were over 50 years of age - - -	12

Locality of Birth.

	Per cent.
London (Greater) - - - - -	50
East Counties - - - - -	12
West Counties - - - - -	5
South Counties - - - - -	7
Midland Counties - - - - -	14
North Counties - - - - -	4
Scotland and Ireland - - - - -	6
Abroad - - - - -	2

Social Status and Occupations.

3 per cent. could not read or write.
15 per cent. were from the professional and commercial classes.
12 per cent. were skilled mechanics.
35 per cent. were skilled labourers.
40 per cent. were unskilled labourers.

Over eighty different occupations were recorded. Eight per cent. of the men had been at one time connected with the land industry; while the fact that sailors and tailors, printers and carpenters, clerks and musicians, shoemakers and barbers, barmen and butchers, schoolmasters and miners, teachers and travellers, doctors and solicitors, etc., are amongst the men received, would show that all walks of life are represented, and how easily an interesting and largely self-contained colony could be established.

Reasons for destitute condition (given by the men themselves).

22 per cent. ascribe it directly to intemperate habits.

20 per cent. ascribe it directly to misfortune, loss of tools, weather, crime, illness, accident, etc.

58 per cent. simply could not get work.

A more particular classification would probably result in two-thirds of these (58 per cent.) being classed as destitute, because of their more or less intemperate habits.

The *General Results* of their stay (averaging about eight months), during which period every man gained in weight and improved physically very much, is shown by the following table of discharges:—

Unsatisfactory.

	Per cent.
Dismissed for misconduct, laziness, repeated drunkenness, insubordination - - -	6
Left without notice, general conduct "bad," indifferent, shiftless character - - -	12
Total - - -	18

Unfortunate.

	Per cent.
Continued incapable, and transferred to other Salvation Army institutions, where easier or more suitable conditions prevail, sent to infirmary, etc. - - - - -	5

Satisfactory.

	Per cent.
Emigrated, joined H.M. Army or Navy -	4
Restored to friends - - - - -	6
To situations found for them before leaving the colony - - - - -	10
To look for work with fair prospects after satisfactory conduct, and giving notice etc. - - - - -	18
Total - - -	38
Left without giving notice after a prolonged stay and uniform good conduct - - -	39
Grand Total - - -	100

2. STATEMENT RESPECTING COLONISTS RECEIVED AT HADLEIGH COLONY DURING THE TWO YEARS ENDED 30TH SEPTEMBER, 1904.

Year.	Total Number of Colonists received.	Whence coming.					Duration of stay.							Previous admissions.					Cause of leaving Colony.						
		Sent by Boards of Guardians.	From Salvation Army Shelters in London.	On their own application or sent by their friends.	From Police Courts.	Not included in 4 preceding Columns.	14 days or under.	1 month or under.	2 months or under.	3 months or under.	4 months or under.	6 months or under.	More than 6 months.	Previously admitted.	One previous admission.	Two previous admissions.	Three previous admissions.	Four or more previous admissions.	To go to situations found by themselves.	To go to situations found by Colony.	Dismissed for bad behaviour or incapacity.	Ill-health.	Left of own accord.	Other reasons.	
1902-3	-	-	51	20	166	2	—	61	43	22	24	20	6	63	52	47	5	—	40	22	35	5	127	2	
1903-4	-	-	91	117	70	6	—	60	45	33	22	12	17	95	40	33	5	2	—	49	32	49	11	112	—

NOTE.—The actual number of Colonists received during these periods is considerably smaller than that usually dealt with in a year's work at Hadleigh, by reason of special arrangements made for the reception during the winter of men not regarded as Colonists from the Mansion House Fund and other public bodies.

3. RETURN OF DISCHARGES OF MEN FROM HADLEIGH COLONY FOR THE YEARS 1903 AND 1904, SHOWING PERCENTAGES OF SATISFACTORY AND UNSATISFACTORY CASES OF THE 231 AND 253 MEN DISCHARGED IN THOSE YEARS.

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<i>Unsatisfactory.</i>	1903.	1904.	<i>Satisfactory.</i>	1903.	1904.
	Per cent.	Per cent.		Per cent.	Per cent.
Dismissed for misconduct, laziness, repeated drunkenness, insubordination. Left without notice, general conduct "bad," indifferent, shiftless character - - - - -	15	19	Emigrated, joined His Majesty's Army or Navy - - - - -	5	7
			Restored to friends - - - - -	5	3
			To situations found for them before leaving the Colony - - - - -	10	13
			To look for work with fair prospects after satisfactory conduct, and giving notice, etc. - - - - -	20	18
			Left without giving notice, after a prolonged stay and uniform good conduct - - - - -	42	36
<i>Unfortunate.</i>					
Continued incapable, and transferred to other Salvation Army institutions where easier or more suitable conditions prevail, sent to infirmary, etc. - - - - -	3	4	READMISSIONS TO HADLEIGH COLONY. The number of "readmittances" during 1902 and 1903 was 52, of which number 33 had been previously discharged as satisfactory and 19 as unsatisfactory. During 1903 and 1904 the number of readmittances was 40, of which number 27 had been previously discharged as satisfactory and 13 as unsatisfactory.		

4.—DIETARY.

(a) *Hadleigh Farm Colony.*

—	Breakfast.	Dinner.	Tea.
Monday - - -	Tea, bread and butter, corned beef, porridge.	Roast and stew, potatoes, haricot beans, tart.	Tea, bread and butter, salmon.
Tuesday - - -	Tea, bread and butter, cold bacon.	Roast and stew, potatoes, cabbage, plain pudding and jam.	Tea, bread and butter, brawn.
Wednesday - - -	Tea, bread and butter, fish, porridge.	Roast and stew, potatoes and peas, currant roll.	Tea, bread and butter, corned beef.
Thursday - - -	Tea, bread and butter, cold meat.	Boiled bacon and stew, potatoes, cabbage, tart.	Tea, bread and butter, salmon.
Friday - - -	Tea, bread and butter, bacon, porridge.	Roast and stew, potatoes and peas, plain pudding and marmalade.	Tea, bread and butter, brawn.
Saturday - - -	Tea, bread and butter, corned beef.	Roast and stew, potatoes, haricot beans, college pudding.	Tea, bread and butter, cheese and cake.
Sunday - - -	As per usual.		

(b) *City Colony Workshop—A Superior "Elevator."*

—	Breakfast.	Dinner.	Tea.	Supper.
Monday - -	Cold flank, tea, bread and butter.	Hot roast beef, two vegetables, pudding, and half-pint tea.	Bread and butter, eggs, tea.	Soup and bread.
Tuesday - -	Corned beef, tea, bread and butter.	Cold roast beef, savoy, mashed potatoes, pudding, and half-pint tea.	Bloaters, tea, bread and butter.	Cheese and bread.
Wednesday -	Brawn, tea, bread and butter.	Mutton, haricots, two vegetables, puddings, and half-pint tea.	Kippers, tea, bread and butter.	Cheese and bread.
Thursday - -	Kippers, tea, bread and butter.	Hot roast mutton, two vegetables, pudding, and half-pint tea.	Brawn, tea, bread and butter.	Soup and bread.
Friday - -	Cold flank, tea, bread and butter.	Mutton, haricots, two vegetables, pudding, and half-pint tea.	Bloaters, tea, bread and butter.	Cheese and bread.
Saturday - -	Kippers, tea, bread and butter.	Hot roast mutton, savoys, mashed potatoes, pudding, and half-pint tea.	Cold flank, tea, bread and butter.	Soup and bread.
Sunday - -	Eggs, tea, bread and butter.	Steak pie, two vegetables, pudding, and half-pint tea.	Bread and butter, haddocks, tea.	Cheese and bread.

—	Breakfast.	Dinner.	Tea.	Supper.
Monday - -	Porridge twice a week ; tea, bread and butter, or marmalade.	Cold meat, baked rice puddings with fruit in them.	Bread and butter, dripping, or jam.	Bread and butter, cocoa and soup.
Tuesday - -	Do.	Meat and potato pies, peas or beans as second vegetables.	Do.	Do.
Wednesday -	Do.	Joint, roast mutton, two vegetables, boiled bread puddings and sauce.	Do.	Do.
Thursday - -	Do.	Boiled beef, potatoes and pease pudding, fruit pudding or rolled jam or treacle pudding.	Do.	Do.
Friday - -	Do.	Soup, boiled fig pudding.	Do.	Do.
Saturday - -	Do.	Joint, two vegetables, suet pudding, plenty of gravy.	Do.	Do.
Sunday - -	Cold ham or stewed fruit, tea, bread and butter.	Cold meat, steamed potatoes, green peas or beans, fruit tarts or boiled fruit puddings and sauce.	Bread and butter, cake, jam and tea.	Do.

5. (1) RETURN OF QUANTITIES OF FOOD CONSUMED AT THE DINING HALL, HADLEIGH COLONY, DURING THE MONTH OF MAY, 1905.

Average number of men fed daily—156½.

Tea - - - -	170½ lbs.
Sugar - - - -	1,220½ "
Flour - - - -	537 "
Baking powder - -	26 "
Butter - - - -	485 "
Fresh meat - - -	2,957 "
Ham and bacon - -	201½ "
Jam - - - -	334 "
Marmalade - - -	280 "
Currants and sultanas	62 "
Lemon peel - - -	1 "
Tinned milk - - -	43 tins
Cheese - - - -	40 lbs.
Bread - - - -	6,040 "
Potatoes - - - -	3,472 "
Eggs - - - -	1,121 "
Pickles - - - -	98 "
Oatmeal - - - -	152 "
Rice - - - -	75 "
Haricot beans - -	74 "
Sausages - - - -	192 "
Cabbages - - - -	9 (Tally of 60)
Tinned salmon - -	53 tins
Fresh milk - - -	108½ gallons
German sausage -	122¼ lbs.
Brawn - - - -	201 "
Corned beef - - -	124 "
Peas - - - -	30 "
Spinach - - - -	4 bushels

Also salt, pepper, mustard, spice, etc.

(2) RETURN OF QUANTITIES OF FOOD USED AT THE SPA ROAD ELEVATOR.

Article of food.	Quantities used for three months.	Quantities used for six months.
Bread - - -	15,980 lbs.	32,101 lbs.
Flour - - -	1,856 "	3,617 "
Tea - - -	394 "	795 "
Sugar - - -	2,918 "	5,089 "
Peas - - -	451 "	897 "
Beans - - -	439 "	1,025 "
Tinned meat -	98 "	224 "
Oatmeal - - -	575 "	1,234 "
Bacon - - -	396 "	2,067 "
Rice - - -	504 "	988 "
Potatoes - -	6 tons 11 cwt.	12 tons 16 cwt.
Fresh meat -	905 stone (8 lbs)	1,800 stone
Fish - - -	144 boxes	271 boxes.

The daily average number of men for the three months was 153½ with an additional eighteen for dinner only five days per week.

The daily average number of men for the six months was 154½, with an additional twenty-one for dinner only, five days per week.

(3) CONSUMPTION OF FOOD IN A WOMEN'S HOME.

Total quantity of all food consumed in a women's home containing 45 women and 10 officers for six months (26 weeks) was as follows:—

Meat - - - -	1,560 lbs.
Vegetables - - -	3,380 "
Bread and flour -	9,022 "
Tea - - - -	169 "
Cocoa - - - -	156 "
Sugar - - - -	1,066 "
Oatmeal - - - -	728 "
Cereals - - - -	1,300 "
Dried fruits - - -	312 "
Butter - - - -	520 "
Jam - - - -	208 "
Milk - - - -	2,236 qts.

6. MEMORANDUM OF COST.

(a) Hadleigh.

Capital outlay roughly £140,000, including buildings, working stock, &c. Accommodation provided under this for 400 colonists and thirty families including employees: say a total of 500 people, equal to £300 per head.

This includes the hospital and also educational facilities. It might reasonably be expected that a new colony could be fitted up at a cost of £250 per head—a little more or less according to the character and size of the buildings.

Land has cost from £20 to £200 per acre. Average, including buildings, about £40—this for 2,000 acres of land and 1,000 acres of foreshore.

The number of colonists dealt with during the last three years has been less than usual, because of provision having been made for the reception of men from the Mansion House Committee, these men not being regarded as colonists; the average number of colonists has been 250.

Maintenance.

The cost of maintenance for 250 colonists works out as follows:—

For food, lodging, laundry and medical s. d.	
attendance per week per man - - -	11 0
For home supervision, management, &c. -	2 0
Total - - -	13 0

In this figure provision is made for interest and depreciation on such part of the establishment that would be used for the purposes of housing and feeding the men.

No provision, however, is made in the above for gratuities or for clothing.

Absolutely no value is attached to the men's labour, which probably is worth nothing to begin with—in fact the cost of maintenance will be more than the above figure at the commencement—the men will be in poor health, badly clad, &c.

In helpable cases, at the end of six months, a man would probably be earning something towards his clothing, &c., and perhaps something towards the cost of this 13s. Overtime could be given to the man and provision made—by the reserving of certain monies which he may earn—for the man's emigration or his restoration to civil life, or piece work might be given to him where he would be paid exactly what he did earn. It is here where practical illustration could be given to the men as to spending money as well as earning it.

This is the lesson of Hadleigh, and under fair average conditions might reasonably be reproduced in any part of the country.

Dormitory accommodation could be erected if required at £7 to £11 per head according to the class of the building.

(b) *City Colony.*

While we have had certain serious disadvantages at Hadleigh, such as the lack of water, loss amongst the cattle, adverse markets, &c., in the City Colony by reason of the favourable situation, choice of industry, and the other advantages peculiar to the City, we have at present a condition that we could not reproduce.

An average condition might be set forth with 200 men as follows:—

	s.	d.
Cost of food, raw material - - -	4	6
Lighting, cooking, heating, &c. - - -	2	6
Rent, rates, taxes, and cost of administration	3	3
Total cost, per week, per man - - -	10	3

This is, if anything, a *favourable estimate*, and the man's earnings—at present about 8s. per week—might be affected any day by a fall in the market or by other circumstances.

The loss on above equals 2s. 3d. per week per man, and does not include interest on capital or depreciation. *Capital charges.*

It could not be safely estimated to provide lodging for the man and a place in which to work, with tools, stock in trade, &c., at a less cost than £100 per head.

7. HADLEIGH FARM COLONY ACCOUNTS.

In the balance sheet for September 30th, 1904, of the "Darkest England" scheme, the following items are entered as in respect of the Farm Colony:—

ASSETS.

	£	s.	d.	£	s.	d.		£	s.	d.	£	s.	d.
By Freehold and Leasehold Property—							Brought forward				114,116	14	3
Freehold Land situate at Hadleigh in Essex, and Buildings thereon, as on Sept. 30th, 1903 ...	83,130	4	10				By Machinery and Plant						
Additions during the year	2,488	19	8				Farmimplements, Machinery, Waggons and Tools as on Sept. 30th, 1903 ...	10,874	19	2			
	85,619	4	6				Additions during the year	414	8	10			
Less Depreciation on Buildings ...	963	2	1					11,289	8	0			
				84,656	2	5	Less Depreciation ...	1,161	0	3			
" Wharf, Tramway and Railway, as on Sept. 30th, 1903	12,750	10	9								10,128	7	9
Less Depreciation ...	270	10	9				" Furniture and Fittings—						
				12,480	0	0	Furniture and Fittings as on Sept. 30th, 1903 ...	907	2	6½			
" Brickworks :							Less transfer to City Colony	62	13	8			
Cost of Kilns, Sheds, &c., and Initial Expenses of Opening up Brickfields, as on Sept. 30th, 1903 ...	18,286	9	4					844	8	10½			
Additions during the year	215	7	3				Less Depreciation ...	138	15	9½			
	18,501	16	7								705	13	1
Less Depreciation ...	1,521	4	9				" Stock—						
				16,980	11	10	As valued by independent professional Valuers and sectional Managers ...	14,542	16	7			
											14,542	16	7
											£139,493	11	8

7. HADLEIGH FARM COLONY ACCOUNTS.—*continued.*
Working Account for the Year ended September 30th, 1904.

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Dr.	£	s.	d.	£	s.	d.	Cr.	£	s.	d.	£	s.	d.
The Farm and Dairy Section—							The Farm and Dairy Section						
To Stock, Sept. 30th, 1903	5,138	15	0				By Sales (including supplies						
„ Purchases, Wages, and							to other Sections) ...	4,907	12	4½			
Expenses	5,343	0	6½				„ Stock, as per valuation,						
							Sept. 30th, 1904 ...	4,951	17	8			
				10,481	15	6½					9,859	10	0½
The Market Garden and							The Market Garden and						
Nursery Section—							Nursery Section—						
To Stock, Sept. 30th, 1903	4,042	12	3				By Sales (including sup-						
„ Purchases, Wages, and							plies to other Sections)	3,490	0	11			
Expenses	4,753	2	6				„ Stock, as per valuation,						
							Sept. 30th, 1904 ...	4,288	16	0			
				8,795	14	9					7,778	16	11
The Poultry Section—							The Poultry Section—						
To Stock, Sept. 30th, 1903	828	13	0				By Sales (including sup-						
„ Purchases, Wages, and							plies to other Sections)	956	7	1			
Expenses	1,534	19	10				„ Stock, as per valuation,						
							Sept. 30th, 1904 ...	1,028	10	9			
				2,363	12	10					1,984	17	10
The Colony Market—							The Colony Market—						
To Stock, Sept. 30th, 1903	111	12	0				By Sales	9,714	19	4			
„ Purchases, Wages, and							„ Stock, as per valuation,						
Expenses	9,599	9	5				Sept. 30th, 1904 ...	160	18	11			
				9,711	1	5					9,875	18	3
The Industrial Section—							The Industrial Section—						
To Stock, Sept. 30th, 1903	3,091	6	11½				By Sales (including supplies						
„ Purchases, Wages, and							to other Sections) :—						
Expenses :—							Brickmaking	3,728	19	11½			
Brickmaking	4,714	12	4				Traffic and Works						
Traffic and Works							Department	122	12	10			
Department	11	8	4				Dining Room and Home						
Dining Room and Home							Section	4,750	3	6½			
Section	4,326	1	7				Colonial Stores and						
Colonial Stores and							Bakery	3,785	17	6			
Bakery	3,702	4	9				Stock, as on Sept. 30th,						
							1904	3,937	12	2			
				15,845	13	11½					16,325	6	0
The Inebriates' Home—							The Inebriates' Home—						
To Stock, Sept. 30th, 1903	175	16	2½				By Receipts	1,564	9	5			
Maintenance and Ex-							„ Stock as on Sept. 30th,						
penses	1,563	0	11				1904	175	1	1			
				1,738	17	1½					1,739	10	6
To Administration and Man-							By Rent of Barracks and						
agement Expenses:							Cottages (sub-let) ...	296	0	0			
Printing, Stationery, Post-							„ Receipts from Poor						
age, Telegrams, Travelling,							Law Guardians for						
Carriage, Repairs and							Special Cases	419	0	2½			
Expenses of Colony							„ Grant from Central						
Stables	568	4	3				Fund	2,000	0	0			
Salaries and Wages (7							„ Balance carried to the						
persons)	548	11	2				Central Fund In-						
„ Legal Charges and							come and Expendi-						
Auditors' Fee	123	3	7				ture Account	2,886	6	4			
„ Tithes, Rates, Taxes,											5,601	6	6½
and Insurance	1,072	19	7										
„ Amount written off Pre-													
liminary Expenses a/c,													
Improvements a/c and													
Bad Debts	1,915	11	10½										
				4,228	10	5½							
				£53,165	6	1					£53,165	6	1

8. HADLEIGH FARM—PRODUCE IN 1904.

The value of the produce at Hadleigh was :—

Agricultural - - - - £9,354
Industrial (mostly bricks) - - - £3,852

£13,206

Estimated value of labour in
dining-room, laundry, bakery,
stores, &c. - - - -

£4,268

Total - - - - £17,474

The produce from the market garden included :—

Strawberries - - - - 13,500 lbs.
Gooseberries - - - - 46,480 „
Apples - - - - 76,640 „
Plums - - - - 33,000 „
Celery - - - - 45,000 heads
Lettuce - - - - 111,740 „
Rhubarb - - - - 28,000 bundles
Onions - - - - 130 tons

DISPOSITION OF COLONISTS AND EMPLOYEES
AT HADLEIGH COLONY.

250 Colonists, 50 employees. Hours of work :—

Summer, 6 a.m. to 6 p.m.; winter, 7 a.m. to
6 p.m., when possible.

(Women and children are employed by the hour and
on piece-work during the fruit season in gathering and
packing fruit and vegetables for the market, and are not
included in this calculation.)

Five of the employees are engaged in work not incidental
to the colony.

Fifteen of the fifty are ex-colonists retained for special
ability, &c.

Thirty are engaged because of their general qualifica-
tions to meet the requirements of the colony's work.

The total is distributed as follows :—

Farm and dairy - - - - -	42
Poultry farm - - - - -	7
Market garden and orchards - - - - -	98
Brickfields - - - - -	54
Special work - - - - -	15
Stores bakery - - - - -	8
Carpentry, laundry, shoemaker, blacksmith, &c. - - - - -	27
Dining-room and house department - - - - -	12
Head office - - - - -	7
	300

9. LONDON REFUGES AND SHELTERS FOR MEN.

Accommodation.

Number in shelters (London only) - - -	2,417
Number in Workshops „ „ - - -	544

Charges for Accommodation in Shelters.

834 at 2d. per head.
190 „ 3d. „ „
389 „ 4d. „ „
793 „ 5d. „ „
78 „ 6d. „ „
133 staff.

Total 2,417.

The charge of 4d. in some instances covers supper, bed, and breakfast.

Nature of Work in Workshops.

Paper and rag sorting, wood-chopping, carpentry work, mattress-making, clerking, scrubbing, cleaning, cooking, tin-working, canvassing.

Number of Hours of Work.

Fifty-three hours per week.

Scales of remuneration; board and lodgings; cash grants in addition vary from 6d. to 7s. per week.

Average Number of Men in:

Shelters, 2,417; workshops, 468.

WOMEN'S REFUGES AND HOMES IN AND AROUND LONDON. Appendix XXIV.

Accommodation.

Number in shelters, 270; Number in homes, workshops, &c., 340.

Charges for Accommodation in Shelters.

Number at 2d. per head, 270.

Nature of Work.

Housework, laundry, knitting and needlework.

Number of Hours of Work.

8 a.m. to 7 p.m.

Scales of Remuneration.

Board and lodging, clothing, and small sums as conduct money.

Average Number of Women in:

Shelters, 270; homes, 340.

Note.—Similar accommodation is provided in Provincial towns of England and other parts of the British Isles for 450 women and children.

PROVINCIAL REFUGES AND SHELTERS.

Accommodation.

Bradford - - - - -	244
Bristol - - - - -	157
Leeds - - - - -	244
Manchester - - - - -	200
Total - - - - -	845

Average number sheltered per night, 760.

The prices charged being 2d., 3d., 4d., and 6d. per night.

Average number employed in elevators and workshops per day, 124.

Nature of work:

Paper and rag sorting, wood-chopping, clerking, scrubbing, cleaning, cooking.

10. NOTES FOR GUIDANCE AND CONSIDERATION IN THE ESTABLISHING OF LAND AND INDUSTRIAL COLONIES FOR PROFESSIONAL VAGRANTS AND "UNEMPLOYABLES."

(From the Pamphlet "The Vagrant and the Unemployable.")

1. PARLIAMENTARY powers will be required to give effect to some of these suggestions—particularly the power of detention, and it is urged that the necessary legislation be promoted at once.

2. Colonies might be established and conducted by county councils, boards of guardians (singly or grouped), or they might be founded and controlled by religious and philanthropic societies—public authorities having power to contribute to the establishment and maintenance of such (as under the Inebriates Acts).

3. We would strongly favour the colony managed by a religious society, on account of the elements of self-sacrifice in the workers thereby secured, and the greater freedom of appeal to the religious sentiment of the colonist; but we consider that public authorities also should have power to establish and manage colonies.

4. The classes to be provided for might be described as beggars, vagrants, inebriates, inefficient, undesirables—the "unemployable" and the "won't works" who may not have committed any specific crime.

5. Admission to the colony would be on conviction before a magistrate or at petty sessions; or a person on his or her own application before a magistrate might, if the magistrate is satisfied that the applicant is a suitable person for colony treatment, be committed to a colony.

6. When committal to a colony has taken place the borough or the county would contribute a proportion of the cost. When such committal was secured at the instance of the Poor Law authorities the contribution to the colony would be paid by such authority.

7. Should any person be admitted on his own application, and be able to contribute towards his maintenance, the colony authorities should have powers of recovery as under the present Poor Law and Lunacy Acts.

8. The Colony should provide for a simple and effectual classification of Colonists. The underlying and governing principle would be the encouragement of the willing, industrious, and well-behaved, and the compulsion of the lazy and indifferent; variety in food and other amenities being regarded as the chief agents of encouragement.

9. FOOD AND WORK.—As the colony system aims at reclamation, the treatment must be characterised by common sense and humanity. A simple receiving-house is the first requirement. Here the food would have no relation to the amount of work done, but each individual would be treated according to his need. When fit he would pass to another division, where the food given would have a very definite relation to the amount and quality of work done, and where the active rebuilding process would seriously commence.

It has been noticed in hoeing in the market garden at Hadleigh and clay-getting in the brickfields that frequently two new-comers in a gang of ten would set the pace. It might be supposed that the eight would have carried the two, but observation led to the conclusion that, *unconsciously*, the eight slackened pace so as not to discourage the two, and the more readily when the two happened to be decent fellows anxious to keep up with the eight.

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The net result was, that the eight men had not done as much as they had on the previous day, while the two, although doing a little more than they would otherwise have accomplished, were reasonably too tired and discouraged in consequence.

10. Colonies should be on a scale sufficiently large to secure a population which will save the undertaking from the monotony and other disadvantages peculiar to small hamlets, and at the same time economise to the greatest extent the cost of administration.

11. The social life of the colonists ought to be carefully nursed, and the whole atmosphere and surroundings of the colony should tend to natural and healthy conditions. For this reason provision ought to be made for the reception of the wives and families of well-conducted colonists who shall have proved themselves worthy of encouragement, and for whom there is a prospect of independence and return to ordinary civil life.

In the "staffing" of the colony women would, where possible, be employed, for the influence of good women in such an effort cannot be over-estimated.

12. The period of detention should be, for voluntary applicants, not more than one year, and for the others not less than two nor more than three years. Voluntary cases might be discharged when they had earned 20s.—say, sufficient to maintain them for a fortnight; and the period of the others could be modified by the Home Secretary, or the President of the Local Government Board, on the representation of the colony governor or director that the colonist is not likely to derive further benefit from colony treatment. The governor of a colony should have power to grant leave of absence in the same way as the licensee of an inebriates' retreat. Provision should be made for the recommittal of apparently hopeless cases.

13. The establishment of labour colonies would enable the authorities to regard vagrancy and begging not as a crime, but as a social danger requiring treatment. The idea of voluntary entry would be to remove the inducement to commit an offence (such as the breaking of windows) for the purpose of obtaining incarceration.

14. The careful classification would give the partially unfit such conveniences as they are able to appreciate, while the general comforts would not be such as would induce a man to leave civil life, and under capable management he would not prolong his stay longer than was necessary.

15. The staple industries at the colonies would probably be of two kinds—one where the work undertaken would be of the nature of a national improvement, such as the reclamation of waste lands, and the planting of trees, in which no immediate financial return would be looked for; the other, according to the industries followed, would yield certain income. The nature of the work would be largely determined by the locality.

16. Provision in some instances would have to be made for receiving homes in towns, as well as centres, for distributing colonists when fit to return to civil life.

17. With careful thought at the inception of a colony, no local industry need be interfered with. Under any circumstances it must not be forgotten that the product of the colonist must in the national total leave the honest

ratepayer better off—for the man has previously been living on charity, or stealing, and contributing nothing towards the national wealth.

18. As the tramp evil is a national one, the incidence of taxation for the proposed colonies should, to some extent at any rate, be national.

The contribution by, or cost to, a local authority ought not, under any circumstances, to exceed the cost of a man in the workhouse or in prison. It will probably in actual practice be much less; and it is not inconceivable that in some instances it may reach the vanishing point; and it is not unreasonable to expect that the Treasury contribution would be at least at the same rate as to inebriate reformatories.

19. SELECTION OF A SITE.—The best result in increased efficiency, &c., may be expected where, in the selection of a site, some consideration has been given to natural beauty and moderate proximity to a town. The natural beauty will be a continual source of moral elevation, while the knowledge of the vicinity of a town, and at night perchance the reflection thereon, will give the colonist the feeling that he is not banished.

The town may afford a market for colony produce, and certainly will provide sources of entertainment such as concert parties, lectures, and lantern exhibitions, &c.

20. Colonies other than those managed by public authorities would be licensed for the reception of colonists in the same way as inebriate retreats and reformatories; and the bye-laws governing the same, as to hours of labour, and other details, should have the approval of the Home Secretary or President of the Local Government Board.

21. Provision should be made for the transfer of colonists from one colony to another on the advice of an inspector, with the consent of the respective managers, for such reasons as special aptitude for certain classes of work, and perhaps incompatibility of temper of colonists and officials.

22. Suitable cases might be transferred from prisons, criminal lunatic asylums, &c., the managers of these establishments being empowered to contribute to the cost of cases so transferred. We have had excellent results with men and women so received, but at present the authorities have no power to contribute for their maintenance.

23. It is not intended that the colonies here recommended should supersede the Hadleigh land colony or any kindred effort. The beneficent results of that "Great Endeavour" can best be secured by maintaining the complete voluntary spirit which is its present chief characteristic. It might be a powerful aid to the proposed new colonies to have the voluntary colonies alongside—especially as these might be used as stepping-stones on which colonists could come back to civil life, as well as being an inducement to good conduct.

24. In any well-considered effort proposed to be carried out on a large scale by a religious or philanthropic society the powers of the Board of Agriculture with respect to loans from the Lands Improvement Company might be utilised, extended to the Local Government Board, or Home Office, to meet industrial needs if necessary.

February, 1904.

DAVID C. LAMB.

11. STATEMENT SHOWING RESULTS OF ENQUIRY CONDUCTED ON BEHALF OF SALVATION ARMY AS
REGARDS INMATES OF CASUAL WARDS IN LONDON IN MAY, 1905.

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Number of persons interviewed :—

Men, 846 ; Women, 206 ; Children reported, 38 ;
making a grand total of 1090.

Note.—Children are not included in any of the following figures :—

The ages of the above were as follows :—

Under 20 years of age	9 men	=	85 %
Over 20 and under 30 years of age	- 86 „ 7 women	=	8.84 „
Over 30 and under 40 years of age	- 213 „ 37 „	=	23.77 „
Over 40 and under 60 years of age	- 367 „ 100 „	=	44.39 „
Over 60 years of age	151 „ 59 „	=	19.96 „
Refused information	12 „ 11 „	=	2.19 „

Places of birth :—

Provincial Towns	- - -	274 = 26.05 %
Country	- - -	176 = 16.73 „
London	- - -	382 = 36.31 „
Greater London	- - -	99 = 9.41 „
Scotland	- - -	29 = 2.76 „
Ireland	- - -	43 = 4.09 „
Foreign	- - -	36 = 3.42 „
Refused information	- - -	13 = 1.23 „

Trades :—

Skilled mechanics	- - -	185 = 17.59 %
Traders	- - -	39 = 3.70 „
Clerks	- - -	23 = 2.19 „
Professional	- - -	17 = 1.62 „
General labourers	- - -	465 = 44.20 „
Agricultural labourers	- - -	35 = 3.32 „
Skilled „	- - -	150 = 14.26 „
Refused information	- - -	138 = 13.12 „

109 out of the 206 women interviewed, or over 50%,
refused information.

29 out of the 846 men interviewed also refused information,
being 3.43% of the total number of men.

How long out of work :—

Less than 1 month	- - -	100 = 9.50 %
Over 1 month and under 3 months	- - -	165 = 15.68 „
Over 3 months and under 12 months	- - -	409 = 38.88 „
Over 1 year	- - -	319 = 30.33 „
Refused information	- - -	59 = 5.61 „
Married	- - -	120 = 11.40 „
Single	- - -	728 = 70.15 „
Widows and widowers	- - -	194 = 18.45 „

Causes of destitution :—

Drink	- - -	175 = 16.64 %
Bad trade	- - -	501 = 47.62 „
Accident	- - -	38 = 3.61 „
Gambling	- - -	4 = .38 „
Other causes	- - -	280 = 26.62 „
Refused information	- - -	54 = 5.13 „

How long in London :—

Less than 6 months	- - -	190 = 18.06 %
Over 6 and under 12 months	- - -	56 = 5.32 „
Over 1 year	- - -	767 = 72.91 „
Refused information	- - -	39 = 3.71 „

From the Inmates' point of view.

Number who have hopes of re- turning to civil life	- - -	637 = 60.55 „
Number who have no hopes of re- turning to civil life	- - -	277 = 26.33 „
Number who have little hopes of returning to civil life	- - -	95 = 9.03 „
Refused information	- - -	43 = 4.09 „
Number willing to enter labour colony	- - -	789 = 75 „

From the Salvation Army point of view.

Number regarded as mentally fit	- 866 = 82.3 „
Number regarded as physically fit	- 740 = 70.34 „
Number hopeful	- - - 667 = 63.40 „
Number almost hopeless	- - - 119 = 11.31 „
Number doubtful	- - - 266 = 25.29 „

APPENDIX XXV.

RETURN OF MEN SENT TO HADLEIGH FARM COLONY BY THE WOOLWICH GUARDIANS.

(This Statement is taken from the Report of a Special Committee of the Charity Organisation Society on the Relief of Distress due to want of Employment, November, 1904.)

Name.	Address.	How long in Union.	How long in workhouse first.*	General character of man.	Under what contract sent.	Time spent there.	How employed.	Whether emigrated.	Reasons for leaving Colony.	Remarks.
W.W. (54)	Salvation Army Colony, Hadleigh.	From January 1st to March, 1902.	About 3 weeks.	Fair.	Contract with Salvation Army to pay at the rate of 5s. per week for each case.	From March 24th, 1902, to June 27th, 1902.	Market Garden.	No.	Left without notice.	—
J.J. (44)	—	From March, 1902.	Do.	In and out case.		From March 24th, 1902, to April 23rd, 1903.	Poultry Farm.	No.	Discharged to a situation.	—
C.F. (52)	—	From March, 1900, in and out ever since.	1 week.	Do.		From April 15th, 1902, to April 30th, 1902.	Market Garden.	No.	Left for situation in Hadleigh.	Now in Prison for absconding from Colony.
D.J. (46)	—	From December, 1900, in and out since.	4 days.	Do.		From April 15th, 1902, to April 17th, 1902.	Do.	No.	Left without notice.	Now in Workhouse.
D.J. (34)	—	From May, 1899, in and out since.	3 days.	Do.		From May 13th, 1902, to May 16th, 1902.	Dining Hall.	No.	Do.	Do.
F.J. (53)	—	Years.	Do.	Do.		From May 13th, 1902, to May 26th, 1902.	Brickfield.	No.	Do.	—
C.H. (33)	—	Do.	10 days.	Do.		From May 13th, 1902, to July 7th, 1902.	Do.	No.	Drinking, and left without notice.	(Since dead).
M.W. (42)	—	From April, 1902, to May, 1902.	1 month.	Do.		From May 13th, 1902, to May 26th, 1902.	Do.	No.	Left without notice.	—
P.E. (56)	—	From May, 1902, to July, 1902.	About 3 weeks.	Fair.		From July 2nd, 1902, to August 25th, 1902.	Market Garden.	No.	Left for situation.	—
C.F. (52)	—	(See above).	(See above).	In and out case.		From August 6th, 1902, to August 21st, 1902.	Do.	No.	Left without notice.	—
W.R. (53)	—	Years.	About 2 weeks.	Do.	Contract with Salvation Army to pay at the rate of 5s. per week for each case.	From August 6th, 1902, to August 21st, 1902.	Traffic.	No.	Sent to London Hospital.	Now in Infirmary.
F.F. (17)	—	Do.	3 months.	Do.		From August 21st, 1902, to August 30th, 1902.	Nursery.	No.	Left for situation at Southend.	Now in Workhouse.
W.W. (48)	—	Do.	3 weeks.	Do.		From August 30th, 1902, to May 13th, 1903.	Traffic.	No.	Left without notice.	Do.
L.E. (30)	—	Do.	Do.	Do.		From August 28th, 1902, to November 28th, 1902.	Dining Hall.	No.	Sent back to Union.	Do.
B.T. (49)	—	From November, 1901, to October, 1902.	10 days.	Fair.		From October 28th, 1902, to October 29th, 1902.	Market (Garden).	No.	Left without notice.	—
T.J. (40)	—	From September, 1902, in and out since.	2 weeks.	Good.		From October 28th, 1902, to September 10th, 1903.	At Dunmow.	No.	Got work at Dunmow.	Now in Workhouse.
L.A. (35)	—	From October 24th, 1902, to October 28th, 1902.	4 days.	Do.		From October 28th, 1902, to April 16th, 1903.	Sea Wall and Dunmow.	Yes.	Emigrated to Canada.	—
F.F. (17)	—	Years.	(See above).	(See above).		From December 14th, 1902, to March 2nd, 1903.	Market Garden.	No.	Sent back to Infirmary.	—
J.J. (44)	—	(See above).	(See above).	Good.		From December 31st, 1903, to March 26th, 1904.	Brickfield.	No.	Refused to do his work.	—
W.W. (49)	—	Years.	7 months.	Do.		From February 17th, 1904, to July 8th, 1904.	Do.	No.	Dismissed for drinking.	—

* This refers to the period the men were in the House immediately prior to being sent to the Colony.

APPENDIX XXVI.
LINGFIELD TRAINING COLONY.
(Papers handed in by Rev. J. L. Brooks.)

Appendix
XXVI.

1. ACCOUNTS FOR THE YEAR ENDED SEPTEMBER 30TH, 1904.

FARM ACCOUNT.												

4. STATEMENT RESPECTING COLONISTS RECEIVED AT THE LINGFIELD FARM COLONY DURING 1903 AND 1904.

Colonists received during	Total number.	Whence coming.				Duration of stay.					Previous admissions.			Cause of leaving Colony.						
		Sent by Boards of Guardians.	On their own application or sent by their friends.	From Police Courts.	From Charity Organisation Society.	14 days or under.	1 month.	2 months.	3 months.	More than 6 months.	Total number previously admitted.	One previous admission.	Two previous admissions.	To go to situations found by themselves.	To go to situations found by Colony.	Dismissed for bad behaviour or incapacity.	Absconded.	Left on own accord in search of work.	Became insane.	Incapable of training. Returned to friends.
1903	55	33	21	0	1	2	8	3	5	37	2	2	0	—	24	2	12	6	2	8
1904	66	43	20	2	1	0	3	0	9	54	6	5	1	—	23*	13	5	4	2	9

55 received in 1903 ; 54 left. 66 received in 1904 ; 56 left.

* 1 promoted to the rank of Attendant.

APPENDIX XXVII.

VAGRANCY BILL, 1904.

A Bill to Amend the Vagrancy Act, 1824, and to facilitate the Establishment of Labour Colonies.

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Be it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows :—

Detention of
vagrants in
certified
labour
colonies and
expenses of
prosecutions.

1. (1) Any person found by a court of summary jurisdiction to be an idle and disorderly person, or a rogue or vagabond, or an incorrigible rogue within the meaning of the Vagrancy Act, 1824, may be committed for trial and shall be liable upon conviction on indictment, or if he consent to be dealt with summarily on summary conviction, to be detained for a term not exceeding *three years* in any certified labour colony, the managers of which are willing to receive him. Such detention may be in addition to or in substitution for any other sentence.

(2) The expenses of any prosecution on indictment under this section shall be payable as in cases of indictment for felony, and the expenses of any case dealt with summarily under this section shall be payable in manner provided by section twenty-eight of the Summary Jurisdiction Act, 1879.

(3) The Summary Jurisdiction Act, 1879, shall apply to proceedings under this section as if the offence charged were specified in the second column of the First Schedule to the said Act.

Persons may
be sent to
certified
labour
colonies on
their own
application.

2. (1) On the application of any person desirous of being admitted into a certified labour colony, a justice of the peace, if satisfied that the applicant is a suitable person for detention therein, may make an order for his detention for a period not exceeding *twelve months* in any certified labour colony, the managers of which are willing to receive him. Provided that no justice of the peace shall make such order until he has explained its effect to the person affected thereby.

(2) The managers of a certified labour colony shall, within two clear days after the reception of any person received therein under this section, send a copy of the order for the detention of such person to the Secretary of State.

Establish-
ment of
certified
labour
colonies.

3. (1) The Secretary of State, on the application of any person desirous of establishing a labour colony, may, if satisfied as to the fitness of the colony and of the persons proposing to maintain it, certify it as a labour colony, and thereupon while the certificate is in force the colony shall be a certified labour colony within the meaning of this Act.

(2) The Secretary of State may make regulations prescribing the conditions on which certificates under this section are to be granted and held, and the circumstances in which they may be withdrawn or resigned.

Regulations
as to certified
labour
colonies.

4. The Secretary of State may make, cancel, or alter regulations as to :—

- (a) The establishment, management, maintenance, and inspection of certified labour colonies.
- (b) The classification, treatment, employment, and control of the inmates of certified labour colonies and the application of their earnings; and
- (c) The transfer of such inmates from one certified labour colony to another, their absence under licence, and their discharge;

and may thereby impose a fine not exceeding *twenty pounds* or imprisonment for a term not exceeding *three months* with or without hard labour for the breach of any such regulations.

In reckoning the period of detention of any person detained in a certified labour colony, the time during which he is imprisoned under this section or absent without leave, shall not be computed.

5. Where by any regulations made under the foregoing section of this Act a breach of the regulations is made punishable by fine or imprisonment, the breach shall be an offence which may be prosecuted summarily.

Power to
to deal
summarily
with offences
against
regulations.
Inspectors.

6. The Secretary of State may, with the consent of the Treasury as to number, appoint inspectors of certified labour colonies and assign them such remuneration out of money provided by Parliament as the Treasury may determine.

7. *The Treasury may contribute out of money provided by Parliament such sums and on such conditions as the Secretary of State recommends towards the expenses of the detention of persons in certified labour colonies.* Contribution by Treasury.

8. (1) The council of any county or borough and the board of guardians of any union may contribute such sums and on such conditions as they think fit towards the establishment or maintenance of a labour colony, certified or intended to be certified under this Act, and may defray the whole or any part of the expenses of detention of any person in any certified labour colony, and any such council and board, or two or more councils or boards, or councils and boards, may combine for any such purpose.

Contribu-
tions by
councils of
counties and
boroughs
and by boards
of guardians.

(2) The council of a borough may borrow for any such purpose in like manner as if it were a purpose for which they are authorised by section one hundred and six of the Municipal Corporations Act, 1882, to borrow.

9. (1) A person convicted under section one of this Act shall be conveyed to a certified labour colony at the expense of the police authority by whom or at whose instance he is conveyed, and the cost of such conveyance shall be deemed part of the current expenses of that police authority. Expenses of conveyance

(2) A person entering a certified labour colony under section two of this Act shall be conveyed to such colony at the expense of the managers thereof.

10. (1) Every officer of a certified labour colony authorised in writing by the managers of the colony to take charge of any person ordered to be detained under this Act for the purpose of conveying him to or from the colony, or of apprehending him and bringing him back to the colony in case of his escape or refusal to return, shall for that purpose and while engaged in that duty have all the powers, protections, and privileges of a constable. Powers of officers and arrest.

(2) If any person received into a certified labour colony escapes therefrom or from the charge of any person in whose charge he is placed under licence, or if any such person while absent from such colony under licence forfeits the same through any breach of the conditions thereof before the expiration of his period of detention, he may be apprehended without warrant and brought back to the colony.

(3) The time between the escape of such person and his return to the colony shall not be treated as part of the term of his detention therein.

11. In case of the death of any person detained in a certified labour colony a statement of the cause of the death of such person with the name of any person present at his death shall be drawn up and signed by a medical attendant of such colony, and copies thereof duly certified in writing by the person in charge of such colony shall be by him transmitted to the coroner and to the registrar of deaths for the district. Every medical attendant who shall neglect or omit to draw up and sign such statement as aforesaid, and every person in charge of a certified labour colony who shall neglect or omit to certify and transmit such statement as aforesaid, shall be deemed guilty of an offence against this Act. Death of person in certified labour colony.

12. In case of the death of a person absent from a certified labour colony under licence, a statement of the cause of his death, with the name of any person present at his death, shall be drawn up and signed by a duly qualified medical practitioner and copies thereof duly certified in writing by the person in whose charge the deceased had been placed shall be by him transmitted to the coroner, to the registrar of deaths for the district, and to the person in charge of the certified labour colony from which deceased had been licensed. Death of person absent on licence.

13. (1) Any person other than a person detained in a certified labour colony who is guilty of an offence against this Act or against any regulations made under section four hereof, for which no other penalty is prescribed, shall be liable on summary conviction to a penalty not exceeding *twenty pounds*, or at the discretion of the court to be imprisoned for any term not exceeding *three months* with or without hard labour. Penalty for offence against Act.

(2) Any person detained in a certified labour colony who shall escape or shall attempt to escape therefrom.

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A.D. 1904.

and any person who shall wilfully permit, or who shall assist or attempt to assist any such person detained as aforesaid shall be deemed to be guilty of an offence against this Act.

(3) Any person who while detained in a certified labour colony wilfully neglects or refuses to conform to the rules thereof shall be deemed guilty of an offence against this Act and shall be liable upon summary conviction to be imprisoned for any period not exceeding *seven days* with or without hard labour, and any such person who has been three times so convicted shall be liable upon a fourth conviction to be imprisoned for any period not exceeding *three months* with or without hard labour. At the expiration of the imprisonment for such offence such person shall be brought back to such labour colony there to be detained until the expiration of his prescribed period of detention, and in reckoning such period the time during which such person was imprisoned shall be excluded from the computation.

14. (1) A regulation made under this Act shall not come into effect until it has lain *four weeks* on the Table of each House of Parliament whilst that House is sitting.

(2) The making of such regulations and the date at which they come into effect shall be notified in the "London Gazette."

15. Section one of the Poor Removal Act, 1846, shall apply to a person detained in or absent under licence from a certified labour colony as if he were a prisoner in a prison within the meaning of that section.

16. In this Act unless the context otherwise requires :—

The expression "managers" in relation to a certified labour colony shall mean any person having the management or control of the colony.

The expression "expenses" in relation to the detention of a person in a certified labour colony shall include the expenses of his custody and maintenance whether in the colony or when absent therefrom under licence and other expenses directed by this Act or by any order made thereunder to be defrayed by the managers, and also any expenses incurred by the managers in aiding his emigration or colonisation and in assisting him to return to his home or place of settlement on the expiration of his term of detention.

17. This Act shall come into operation on the *first day of October one thousand nine hundred and four*.

18. This Act may be cited as the Vagrancy Act Amendment Act, 1904.

The Bill was presented by Sir John Gorst, supported by Mr. Herbert Gladstone, Mr. Haldane, Sir Albert Rollit, Sir Frederick Carne Rasch, Sir John Leng, Colonel Williams, Captain Balfour, Mr. Cohen, Mr. Shackleton, and Mr. Crooks.

The following memorandum was prefixed to the Bill :—

Under the Act of 1824 persons therein described as idle and disorderly persons, rogues and vagabonds and incorrigible rogues may be apprehended, and, if found upon examination to be offenders against the Act, may be sentenced to imprisonment. The three classes enumerated comprise the majority of those vagrants who will not work. It has been defined by statute that a "rogue and vagabond" is a person who, after being convicted of being "an idle and disorderly person" within the meaning of section 3 of the Act, or in other words a habitual vagrant, commits any of the offences set forth in section 4 of the Act.

The principle followed throughout the Bill has been to adopt established precedents as far as possible, and there is no compulsion upon the local authorities to adopt the provisions thereof unless they choose, all the provisions being permissive. And assuming that the case in favour of the establishment of labour colonies and

the detention of vagrants therein instead of dealing with them in workhouses and prisons, or leaving them to wander over the country to prey upon the community, is made out, the Bill contains practically no provision that has not already met with the approval of Parliament.

The Bill provides that any person found by a court of summary jurisdiction to belong to any of the three classes described may be committed for trial and empowers the court (of assize or quarter sessions) to order the detention of such person in a labour colony for a period not exceeding three years. Or, *if he consents to be dealt with summarily*, the court of summary jurisdiction is empowered to deal with him in the same manner.

The Bill also empowers a justice of the peace on the application of a person whom he finds to be a suitable person for detention in a labour colony to order his detention in such a colony for a period not exceeding twelve months.

Regulations
to be laid
before
Parliament.

Application
to labour
colonies of
provisions of
9 & 10 Vict.
c. 66.

Definitions

Commence
ment of Act

Short title

APPENDIX XXVIII.

DIETARY.

(Memorandum prepared by Sir Michael Foster, K.C.B., F.R.S.)

In dealing with diet, that is to say, the amount and nature of the food which a man ought to consume in a given time, twenty-four hours being the time usually chosen, one must undoubtedly consider in the first instance the diet which has been arrived at by the statistical method. A very large number of observations shewing what man, under very varied circumstances, does eat in twenty-four hours have been collected; and the value of the very various articles of food which he eats being set down in terms of food stuffs, namely, proteids, fats and carbo-hydrates, an average diet has thus been arrived at from a very large number of individual diets.

In the observations so used the data of what may be called "natural" diets, where the choice of food is determined merely by the appetite and circumstances of the individual, have, in many cases, been mixed with the data of compulsory diets, such as those of soldiers, sailors, inmates of prisons and workhouses, and so on. The latter have much less value than the former, since they were themselves planned on theoretical grounds, and experience has only intervened to the extent of correcting the original plan.

However, whether the latter data be employed or not, the statistical method brings us to the diet, quoted by Dr. Hopkins in his evidence, and often spoken of as Voit's diet. That gives, in round numbers, about 100 grammes proteid, 50 grammes fat and 500 grammes carbo-hydrates, the available energy being about (rather less than) 3,000 calories.

The distinction between fat and carbo-hydrates, though not unimportant, is of secondary importance, and may be left on one side in the first instance. We may consider as the essential character of Voit's diet that it provides about 100 grammes of proteid a day, with a supply of non-proteid material sufficient to bring the available energy up to 3,000 calories, or to near that.

Now a "natural" diet is determined in the first instance by appetite and by the ability to obtain the food needed to satisfy that appetite, but is corrected by experience. When a man has the means to satisfy his appetite, that appetite leads him to eat more than he really wants, since the appetite does not fail until more than is needed has been eaten. Hence the "natural" diet tends to be in excess of what is really needed. In the normal diet, determined by the statistical method, this error of excess is corrected to a certain extent by the fact that many of the individual diets used to obtain the average were the diets of persons whose circumstances did not allow them to satisfy their appetites fully. It is further corrected by the fact that even persons of easy circumstances are led to adopt a diet below that suggested by mere appetite since they find by experience that if they followed their appetite alone this would lead them to eat more than is good for them.

But the correction which crude personal experience can thus introduce into an individual diet is a very limited one. So far as energy is concerned, the body can readily take in more energy than it needs without feeling the excess. By far the greater part of the energy set free from the food leaves the body as heat; and the mechanisms of the body for getting rid of superfluous heat are so potent that a very large amount indeed of unneeded energy may be set free in the body and got rid of, without the body being made aware of the excess by a rise of bodily temperature.

Again, the products of the combustion of carbo-hydrates and fats are so readily brought to the stage of carbonic anhydride and water, and, in this form, so readily got rid of, that an excess of them in the food is not readily appreciated. It is only in the case of the proteids, that the products of the excess make themselves distinctly felt. But the effects of the retention within the body

of an excess of nitrogenous products are so obscure, so complex, and often so tardy in making their appearance, that they are not available as warnings for uninstructed experience. A man may eat too much proteid and be the worse for it, and yet not know it.

The "statistical" diet, the diet determined by the statistical method, is not a diet scientifically determined; it is merely a statement in scientific terms of the rough experience of a very large number of persons. The considerations just given lead one to believe that it is in excess of the real wants of man. And many men have found by common rough experience that they could live in apparent health and strength, on a diet lower than the "normal" diet laid down by the statistical method, the lower diet so used differing from the normal diet, especially in the feature that the amount of proteid was much less.

The great merit of Chittenden's observations referred to by Dr. Hopkins in his evidence is that these furnish the needed scientific data of such an experience concerning the satisfactory results of a lower diet.

These observations show that men of very varied bodily nature (weight, etc.), occupation and previous history, may be maintained for several months in a condition, determined to be satisfactory by exact tests, on a diet which was in one instance as low as 35.5 grammes of proteid, with 1,600 calories, and in the highest case was 59 grammes proteid, with 2,800 calories.

The period of observation was limited to months, whereas the data of the larger statistical diet were furnished by the experience of years; and it may be urged that the defects of such a lower diet might not appear until after a period longer than the one actually used in the observations.

This must be admitted, since, as urged above, errors of diet are often long in making themselves felt. But on the other hand it may be urged that the cases of common experience of the benefits of a lower diet referred to, though not tested by exact determinations, were cases of the experience of many years.

Chittenden's observations at least confirm the suspicion that the "statistical" diet is one unnecessarily high, and that health and strength might be effectively maintained on a distinctly lower diet. They seem to me to justify the decision that the diet for a labour colony should be based on them rather than on the higher diet of Voit.

I do not think it necessary to discuss the so-called "experimental" diet referred to by Dr. Hopkins and based on the earlier observations of Ranke and the later ones of Atwater. These experimental observations do not really serve to determine a diet; they rather illustrate the details of the effects of a somewhat rich diet.

In attempting to draw up such a lower diet based on Chittenden's observations as might be safely used, several considerations must be kept in mind.

It is not enough to determine the number of grammes of proteid, and the available calories in the daily food as it is eaten. It is not the food which is placed in the mouth, but that which is absorbed from the alimentary canal which is effective.

The proportion of the food which is thus absorbed, which is really effective, varies with different articles of food, even when eaten under the same conditions.

Further, we have reason to think that the amount absorbed, the amount really effective, of the same article of food, varies under different psychical and other conditions.

Again, the several proteids vary much in their nature and we may fairly assume, in their physiological action,

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so that the same weight of proteid will have a different nutritive effect according to its nature, whether it comes from meat, milk, bread, beans or cheese. The same may be said of fats and carbo-hydrates.

We may, perhaps, go a step further and say, though this is a matter of which we have no great amount of exact knowledge, that probably the same weight of the very same proteid absorbed in the same condition from the alimentary canal may have different nutritive effects under different conditions of the body, psychical and other.

Thus, because Chittenden himself thrived for several months, and possibly, or even probably, would thrive for years on 35.5 grammes of proteid and 1,600 calories presented in the form of a varied and attractive diet, made all the more attractive by the fact that in living on it, he was making an interesting scientific experiment, it does not follow that he would thrive on a monotonous diet in which the same weight of proteid and the same number of calories were supplied mainly by one substance, for instance, by bread. We may safely say that he would undoubtedly starve on it.

On the other hand, of course, a tramp who was accustomed to a monotonous and often insufficient diet would benefit in a way Chittenden could not, by 35.5 grammes proteid and 1,600 calories presented mainly as bread.

In fixing a diet we must attend to many other things than the mere amount of proteid, fats and carbo-hydrates.

Another point deserves consideration. Although the body weight must have an influence, the bigger man needing, *ceteris paribus*, the larger amount of food, this may be more or less neutralised by other influences. One man differs from another man in what may be called the rate of his metabolism, that is to say, the rapidity with which the food absorbed, whether built up into tissue or not, is broken down into its ultimate products, and so got rid of. Of two men of the same weight, fed on exactly the same food, one man may grow lean and lose flesh, while the other may grow fat and gain in weight. The first dissipates much of the energy of his food into heat, and he can do this without getting hot, thanks to the mechanisms of his body; the latter does this to a much less extent.

A diet fixed for a group of persons must cover the needs not only of the biggest, but also of him who is the most active in his metabolism. And, in respect to this, it must be borne in mind that the harm done by too little food is much more serious and far-reaching than that done by too much food in corresponding amount. The evil of the latter is soon remedied; not so that of the former.

Still other matters have to be considered. The food of man consists not only of proteids, fats and carbo-hydrates, but also of salts and water. These latter are absolutely as necessary as the former. Some of the salts occurring in various foods are mineral salts, simple salts of sodium, calcium, iron, etc. But besides these there are numerous crystalline organic bodies of varied composition, some occurring in vegetable, other in animal, foods. These, even if not absolutely necessary, are highly advantageous. Dr. Hopkins in his evidence calls attention to the use of meat extract, which consists mainly of the substances in question, as promoting digestion. And it is very probable, though our exact knowledge on this point is limited, that these substances also play an important part in promoting and regulating the subsequent nutritive processes, the changes of the absorbed food during its conversion into tissue and the breaking down of the tissue into waste products. They contribute to the effectiveness of food, using the word food in its narrower sense, and ought to be adequately present in a normal diet.

There remains for consideration the question in what way, if any, the diet of labour should differ from the diet of a man doing relatively little external work.

We may assume, as the result of modern inquiries, that the energy of external work is energy derived mainly from the combustion of carbon, whatever be the exact mechanism through which it is set free. We have to look not to the amount of proteid in food as the measure of work, but to the total calorie value of the diet. And this is supported by the reflection that in work, as contrasted with rest, we have to consider not the muscles alone, but the whole body. In labour it is not the muscles alone which are stirred to activity; breathing, circulation,

and indeed all the processes of the body are at the same time quickened.

This conclusion as to the actual source of the energy does not, however, preclude the view that the setting free of carbon energy from the nitrogenous muscles may be facilitated and benefited by an increase of proteid in the food; the changes in the muscle which set free the carbon energy may be assisted by an ampler proteid supply.

We may also assume that an increase of labour calls for an increase in the total calorie value of the food, though it is by no means clear that the increase needed is simply the addition of the energy of the work done, to the energy previously set free during rest. Chittenden's observations (see Dr. Hopkins' evidence) are instructive on this point. The calorie value of the diet of the soldiers and athletes did not differ materially from that of Mendel, doing less mechanical work, though the comparison is vitiated by Mendel's somewhat heavy body weight.

Putting all considerations together, we may provisionally conclude as follows:

A diet, containing about 55 grammes proteid and 2,500 calories may be taken as the minimum daily diet for a man doing a fair day's work.

But such a diet, to be safely used, must be made as appetising, and therefore as varied as circumstances will allow. Cereals, supplemented by leguminous vegetables, may be used to supply at least the main part of the proteid needed; but, bearing in mind what was urged above, the addition of some animal proteid in the form of cheese, and of animal extracts in the form of broth or soup, would be at least desirable, even if not necessary. An occasional supply of actual meat would probably be of great benefit, but this might be advantageously supplied by the canteen system. Though our knowledge of the relative values of fats and carbo-hydrates is at present imperfect, we may probably assume that, not only on the ground of appetite, but in view of the different physiological functions of the two sources of carbon, the non-proteid part of the diet should contain, besides carbo-hydrates, some amount (probably something like 50 grammes) of fat.

Such a diet of 55 grammes proteid and 2,500 calories must, however, be regarded as the minimum which could be safely imposed on a group of men of very varied bodily requirements.

It would, probably, in the present state of our knowledge be much safer, and therefore politic, to increase the diet, to raise the proteids to say 70 grammes or even more, and the calories to 3,000. The diet suggested by the late Dr. Edward Smith giving 85 grammes proteid and about 3,000 calories,* was a statistical diet like Voit's, being based on the diets of a large number of labouring men; but it was probably a truer diet than Voit's because it was the expression of the labouring man's (or of the labouring man's wife's) effort to obtain an effective diet, with least waste and so at the least cost. And there is much to be said in favour of taking this diet, which does not differ much from the one just suggested, as at least the initial standard diet.

In conclusion, I should like to insist once more that the diet should be made as varied and as appetising as possible; and this may be urged even on the score of true economy.

Further, seeing how imperfect our knowledge as yet is concerning the matter in hand, the effects of the diet should be most closely and carefully watched, and provision should be made for introducing such amendments as may seem necessary. And this seems all the more necessary since none of the subjects of Chittenden's observations (on which the above recommendations are so largely based), varied as were their occupations, corresponded to the English labourer.

Lastly, I cannot resist the opportunity of pointing out what an admirable opportunity such a labour colony presents for extending and rendering exact our present imperfect knowledge. Were such a colony, living on a fixed known diet, made, as might easily be done, the subject of close scientific study, after the manner, with additions, of Chittenden's research, we might fairly expect such an increase of exact knowledge as would enable us to see clearly where we now see dimly.

Dec. 22nd, 1905.

M. FOSTER.

* Dr. Hopkins has since ascertained on re-calculation, that this figure should be 2,800 calories (see note on page 365 of Evidence).

APPENDIX XXIX.

MEMORANDUM ON THE DIETARY OF CASUAL WARDS AND LABOUR COLONIES.

(By Dr. A. H. Downes.)

As the Committee have had the advantage of the evidence of Dr. Hopkins and of the advice of Sir Michael Foster (Appendix XXVIII.), it may be convenient that I should submit a statement of my views on the practical application of the principles which have been laid down.

A public dietary must, for its justification, be based on those dictates of science which the time approves. Whether the conclusions of one generation of physiologists are likely to be confirmed by the next is, in a sense, immaterial to the administrator.

The accepted standards have hitherto been mainly derived from observation of the actual consumption of food by persons under various conditions of life, but while they clearly indicate the dietetic habits of mankind there is no evidence to show that they represent the real needs of the body. With the general rise in the standard of comfort they have tended to increase, and an illustration of this is afforded by a comparison of the older German standards with those more recently laid down in America :—

	German (Voit).		American (Atwater).	
	Calories.	Proteids (gmms).	Calories.	Proteids (gmms).
Man on moderately hard work - -	3,055	118	3,500	125
Man on hard labour	3,370	145	4,500	150

It has been assumed that high feeding was an essential to energy and productive capacity, and philanthropic economists have classed as “underfed” all whose “proteid” food fell short of the American scale.

It is noteworthy that the most effective work that has been done to lift the problem from this vicious circle of reasoning has been carried out in America itself. Dr. Hopkins has clearly and concisely narrated the history of Professor Chittenden’s experiments (Q. 10,798, &c.).* The following short table shows at a glance how great was the reduction from the accepted standards in the amount of food which sufficed to maintain the subjects in health and efficiency :—

Subject of Experiment.	Calories.	Proteids (gmms).
Professor Chittenden - -	1,600	36 to 40
„ Mendel - -	2,400	40
Group of Soldiers - -	2,500 to 2,800	53 to 59
„ „ Athletes - -	2,500	55

The subjects of these experiments were supplied with food of rather rich and varied kind, and the menu was

peculiarly American. The following is an example taken at hazard from the soldiers’ diet of March 31, 1904 :—

Breakfast.—Fried Indian meal : syrup : baked potato : coffee : butter.

Dinner.—Tomato soup, with potatoes and onions : mashed potato : scrambled egg : bread : butter : coffee.

Supper.—Bread pudding : sliced banana : fried bacon : boiled potato : butter : tea.

Thinking it well to test to some extent the effect of a plain and monotonous diet I placed myself for twenty-eight consecutive days (September 20th to October 18th, 1905) on the following scale :—

Breakfast.—Bread, eight ounces : cocoa (made with cocoa husk, one-eighth ounce to one pint of water).

Dinner.—Bread, eight ounces : cheese, two ounces.

Supper.—Bread, six ounces : potatoes (cooked weight), six ounces : cocoa husk drink, one pint.

Beyond one-eighth ounce of salt daily nothing else was taken.†

The food value of the total daily allowance was 2,082 calories and 64 grammes of proteid, but only during the last few days was the full quantity consumed.

The average calorie-value of the food actually eaten was approximately as follows :—First week, 1,760 C. : second week, 1,816 C. : third week, 1,958 C. : fourth week, 2,029 C. The maximum loss of body weight was four and half pounds (the initial weight being 135½ pounds), but there was a tendency to recovery of weight at the close, notwithstanding very cold weather, during the last week. I found that I soon became accustomed to this diet and suffered no inconvenience. With the mid-day meal I took at the most a sip of water, and often not even that, for I had no difficulty in eating my bread “dry,” and was singularly free from thirst throughout. I led an active life, both mentally and physically, but my chief regret was that I had no time for more physical work than is represented by an average of eight miles walking daily. I not only felt fit for active exercise but I found it an assistance to me. On some days, however, I did with complete ease some very heavy walking—16 miles on one occasion—over broken ground in a rough hill country ; in fact I found myself able to do more on this plain fare than on my ordinary food.

I do not put this experience forward as of scientific value, but I learned much by it, especially that so long as a healthy appetite is engendered by exercise and constant occupation under normal conditions, it is possible to set less store on variety of food than has been supposed. In fact I can quite understand that variety may be more essential to the man who lives richly than to the plain feeder, and to the meat-eater as compared with one who relies mainly on cereals.

It may be observed also that the proportion of fat in my food—about half an ounce daily—was far below the “standard” (two ounces, according to Voit ; more than four ounces according to Atwater). But I felt no ill effect from this deprivation, and my only trouble was that I grudged the time necessary to consume the bulky ration of bread.‡ My experience, indeed, has taught me that there may be a greater risk of “nitrogen-starvation” if fats and sugar are too freely allowed in a limited dietary : for, if by the temptation of taking the easiest road in eating, I had made up my “calories” from these instead of from bread, my proteid allowance would have seriously suffered. The same consideration would apply to the mineral constituents of a diet, and the need of “ballast” in food should be also borne in mind.

The following extract from a memorandum, prepared by me at the outset of our Inquiry, indicates the general principles on which the Committee’s recommendations may possibly be based :—

“The details of the actual dietaries (in places of prolonged detention or ‘labour-colonies’) should, of

*An eminent authority, writing in *Nature* (February 1st, 1906), says of Chittenden, “He is no crank or faddist, and his conclusions have been arrived at by the true scientific method. . . . The experiments lasted in all cases for months, and in some for more than a year. The proteid intake was reduced to half, and in some cases to less than half, the amount hitherto regarded as normal. After a variable initial drop in body weight the deprivation was apparently followed by no untoward results. Physiological equilibrium was maintained : the health remained perfect, or improved : the muscular power of athletes was increased : mental acuity was undiminished : and desire for richer food disappeared.” It may be added that the experiments were carried out in a trying winter, more severe than ordinarily occurs in any part of this country.

† A little oatmeal was substituted for an equivalent of bread on one or two days in the first fortnight.

‡ But this was a leading feature of the diet, and those who lay stress on the importance of mastication are certainly entitled to claim a share of such merit as may attach to it.

course, be eventually settled by the authority immediately responsible, in accordance with regulations approved by the department of Government concerned. The regular meals should ordinarily be served in one or more common dining-halls, and this would permit of the introduction of economies, together with an elasticity in the food allowance, which would be difficult or impossible under the cellular system of an ordinary (English) prison. It is assumed, too, that the well-conducted men would, within the 'colony,' be allowed a considerable amount of freedom and association, that they would be actively employed on productive labour—in the open air as much as possible—and that each man should have direct and tangible advantage in proportion to his industry: and further that healthy recreation is provided and opportunity for loafing not allowed. Briefly, my meaning is that if by such arrangements the depressing influences of loss of liberty can be minimised or avoided, the dietary may be considered from a different stand-point to that of ordinary prisons. I should accordingly recommend a system by which rations of sufficient but very plain food are allowed to each man, and that there should be provided a canteen where additions, such as bacon, dry fish, dripping, jam, tea, tobacco, &c., might be purchased out of earnings obtained by good work and conduct. Such earnings should, of course, be subject to strict regulation and limitation; the amount available for canteen expenditure need be very small. I consider some arrangement of this kind indispensable, as an inducement and stimulus to good work.

"As an auxiliary of dietary the canteen would be of great importance in its benefit to the real worker. On the other hand exclusion from the canteen as a punishment would be an effective instrument of discipline.

"It would be very desirable to arrange the service of bread, issued for the ordinary rations, on the plan now adopted in English workhouses. This enables the consumption to be regulated according to varying appetite or requirement: it should avoid waste, and at the same time afford an automatic adjustment of food-allowance, which is a security to inmates and to officers.

"The dietary of the sick should be left to the discretion of the medical officer, and he should also have a discretionary power—as in workhouses—in exceptional cases or circumstances."

As I have said, the Committee would probably not propose to enter into detail in this matter further than may concern the question of the probable cost of maintenance. This would be especially of importance in relation to grants or repayments to certain classes of "colonies" from public funds. It would be an essential stimulus to productive industry that any payments to such "colonies" should not cover the whole cost; that is to say there should be a margin to be met by careful management and the proceeds of the work done: a stimulus not merely to the inmate but to the people over him.

Any repayment for food, therefore, should be a bare minimum. The cost of my own diet at contract prices is about 1s. 3½d. per week—it was rather less than 3d. a day at retail cost, the cost of cooking being negligible.

For the inmate of a labour colony I should recommend some scale of dietary as the following:—

Breakfast and supper.—Bread, 8 oz.; cocoa (made with cocoa husk) 1 pint.

Dinners for a week.—Two days—Bread, 8 oz.; pea (or lentil) soup, 1 pint.

Two days—Bread, 6 oz.; cheese ('Cheddar' quality), 2 oz.; potatoes (cooked), 6 oz.

Two days—Bread, 2 oz.; broth, 1 pint; suet pudding, 12 oz.

One day—Bread, 8 oz.; stew, 1 pint.

This would furnish a daily average allowance of about 2,286 calories with 66 grammes of proteid per man.* This, provided that bread is served to appetite, should afford a sufficient subsistence for an idle "loafer."

A schedule of ingredients is appended together with a statement of the cost. It is estimated that the total cost of this dietary per man per week, at average contract prices, would amount to about 1s. 4½d. The working cost, however, would probably be rather higher than this.

The amount of meat allowed is small, but the scale has been designed to meet, as far as possible, at small cost, Sir Michael Foster's suggestion of "cereals supplemented by leguminous vegetables—with the addition of

cheese and of animal extracts in the form of broth or soup." The amount of fat is about 34 grammes (rather more than 1 oz.) daily.†

The worker by purchasing at the canteen, say, 2 oz. of cheese and 2 oz. of dripping could for the very moderate outlay of 1½d. per day bring this scale up to a food value of 3,000 calories with 83 grammes of proteid. And it is an indispensable condition of the system which I advocate that there should be every inducement for the man to supplement the subsistence scale by his own exertion, and that he should be taught to do this thriftily. It is for this reason, for example, that neither sugar nor milk are allowed in the scale for cocoa, nor any "relish" with the bread for breakfast or supper: but the man who wishes for these little luxuries should have no difficulty in earning them.

What I have said so far relates to "labour-colonies." The case of the tramp in the ordinary casual ward is rather more difficult, inasmuch, as it would probably be impracticable to apply any system of supplement by earnings, or to provide much variety of food even if this be desirable. The problem here is to give a dietary sufficient and complete in itself—hence the inclusion of potatoes as anti-scorbutic in my own test—but unattractive. It must require very little cooking and that of the simplest, and must consist of foods which can be readily stored and quickly issued for fluctuating numbers. It is found necessary, moreover, that it should be strictly uniform throughout the country. The mid-day meal should be portable in order that men may carry it with them when discharged in the morning.

My own experience gives me confidence in suggesting a modification of the diet which I tried on myself as fulfilling the requisite conditions. To bring it up to the 2,500 calorie standard the bread allowance should be slightly increased and an addition of 1½ oz. margarine and ½ oz. sugar allowed daily. This would bring the cost up to about 1s. 7½d. per head weekly. The proteid would amount to about 63 grammes daily. By giving porridge it would be possible to supply the nutritive value at a lower initial cost, but the cost of and difficulty of preparation of the food would be greater.

The scale allowance would be as follows:—

Breakfast.—Bread, 8 oz.; margarine, ¾ oz.; cocoa (made with cocoa husk, ⅓th oz., sugar ½ oz.), 1 pint.

Dinner.—Bread, 8 oz.; cheese ('Cheddar' or similar quality), 1½ oz.

Supper.—Bread, 8 oz.; margarine, ¾ oz.; potatoes (cooked), 6 oz.

Salt, 1 oz. per 5 men daily.

This represents an increase on my diet of about 25 per cent. in the calorie value, and the allowance of fat is trebled.

To meet the varying requirements of different men arrangements should be made as far as possible for the service of a portion of bread according to appetite. I see no reason why there should not be a discretionary power for the superintendent of the ward to issue extra bread if he considers it necessary.

I am inclined to rely on bread rather than oatmeal as the main constituent of this dietary, partly because it better meets the requirements which I have enumerated, and partly because oatmeal being no longer a customary food of the people is not well taken by them, and is often wasted. One reason why oatmeal has hitherto entered so largely into our public dietaries has been on account of its nitrogenous value. It has always been difficult to meet Voit's proteid requirement at a moderate cost. In view of Chittenden's work this reason has lost its force, and setting aside the question of nitrogen, I find that at contract prices flour is now in some cases the cheaper food.

I trust that it will be understood that I offer these suggestions merely in illustration of the principles on which such dietaries might, in my judgment, be framed. The policy to be eventually adopted and the settlement of details would, of course, rest with the department of Government hereafter concerned.

In conclusion, it is not to be expected that physiologists will at once accept, in their full extent, all Chittenden's conclusions as to the reduction of the hitherto accepted standards of dietary: they will desire, for example, further evidence as to the effect of the minimal proteid allowances over longer periods of time. But, as Sir Michael Foster points out, there is an accumulation of common experience of the benefits of a lower diet which, though not tested by exact determinations, is an experience of many years, and there can be no doubt that a great advance has already been made towards

* In paragraph 314 of the Report the number of calories is wrongly printed as 2,236.

†The substitution of oatmeal gruel for the cocoa would for an extra 1d. per week raise the value to 2,530 calories and 73 grammes proteid.

bringing the demands of science into accord with such experience.* With the safeguards of the canteen system and of the service of bread in accordance with appetite I am convinced that there need be no hesitation in giving effect to a scheme of dietary on the lines which I have endeavoured to indicate.

* In this connection the Reports of Dr. Edward Smith to the Privy Council (*Reports 1862-3*) may be usefully studied. Probably no one has more completely investigated the food of the labouring classes of this country. The dietary recommended by Dr. Smith for able-bodied men in workhouses (2,800 calories) is accepted by Sir Michael Foster and Dr. Hopkins as a standard, and is closely accordant with the values obtained in Professor Chittenden's experiments.

It is not too much to hope that in due course the national importance of economy in food will become recognised. "The question of the daily diet is one of the most important for the family of small means. . . . The saving to the community, to the family, might well amount to enough to constitute the difference between pauperism and affluence. The resources of a community, as well as the resources of a family, are not to be lightly thrown away." †

Appendix
XXIX.

ARTHUR DOWNES.

† *Physiological Economy in Nutrition*, by Russell H. Chittenden, Professor in Yale University, &c., &c. pp. 471-3. (London, 1905.)

TABLES SHOWING THE NUTRITIVE VALUES OF DIETARIES.

(Prepared by Dr. Downes.)

I.—EXISTING DIETARY FOR CASUAL WARDS.

CASUAL PAUPERS WHO REMAIN FOR ONE NIGHT ONLY.	Nutritive Values in Ounces.				Calories.
	Dry weight of food.	Carbo-hydrates.	Fats.	Proteids.	
(a) SUPPER—					
<i>Males above 15 years of age.</i>					
Bread 8 ozs. - - - - - (Grammes)	5·15 (146)	4·53 (128)	·04 (1)	·56 (16)	600·
or Bread 6 oz., gruel 1 pint - - - - - (Grammes)	6·00 (170)	5·06 (143)	·15 (4)	·69 (20)	706·
or Bread 6 oz., broth 1 pint - - - - - (Grammes)	4·10 (116)	3·41 (97)	·17 (5)	·45 (13)	501·
<i>Females above 15 years of age.</i>					
Bread 6 ozs., gruel 1 pint - - - - - (Grammes)	6·00 (170)	5·06 (143)	·15 (4)	·69 (20)	706·
or Bread 6 ozs., broth 1 pint - - - - - (Grammes)	4·10 (116)	3·41 (97)	·17 (5)	·45 (13)	501·
(b) BREAKFAST FOR THE ABOVE, SAME AS SUPPER.					
CASUAL PAUPERS WHO ARE DETAINED FOR MORE THAN ONE NIGHT.					
(a) SUPPER AND BREAKFAST AS ABOVE.					
(b) DINNER—					
<i>Males above 15 years of age.</i>					
Bread 8 ozs., cheese 1½ ozs. - - - - - (Grammes)	6·05 (172)	4·56 (129)	·40 (11)	1·00 (28)	748·
or Bread 6 ozs., soup 1 pint - - - - - (Grammes)	7·44 (211)	4·87 (138)	·46 (13)	1·63 (46)	818·
<i>Females above 15 years of age.</i>					
Bread 6 oz., cheese 1½ ozs. - - - - - (Grammes)	4·76 (135)	3·42 (97)	·39 (11)	·86 (24)	598·
or Bread 5 ozs., soup 1 pint - - - - - (Grammes)	6·80 (193)	4·31 (122)	·45 (13)	1·56 (44)	743·

The Order of 1882 provides that the gruel, broth, and soup, are to be made of the same ingredients and in the same proportions as are used in the workhouse for those articles of diet. Under the Workhouse Regulation (Dietaries and Accounts) Order of 1900 the ingredients are prescribed as follows :—

Gruel.		Broth.		Pea soup.*	
Name and description of ingredient.	Quantity of each ingredient to one pint.	Name and description of ingredient.	Quantity of each ingredient to one pint.	Name and description of ingredient.	Quantity of each ingredient to one pint.
Oatmeal - - - - -	2 oz.	Bones - - - - -	1½ oz.	Raw beef (free from bone) - - - - -	3 oz.
Treacle - - - - -	½ "	Fresh vegetables - - - - -	½ "	Bones - - - - -	2 "
Water and salt (a sufficiency).		Salt, pepper, herbs (to taste).		Split peas - - - - -	2 "
Allspice (to be used occasionally).		Meat liquor or water (a sufficiency).		Oatmeal - - - - -	½ "
				Vegetables - - - - -	1 "
				Salt, pepper, and herbs (to taste).	
				Water (a sufficiency).	

* Similar formulæ are prescribed for haricot, lentil, or barley soup.

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2. SUGGESTED DIETARY FOR CASUAL WARDS.

Adult Males (daily).	Nutritive Values in Ounces.				Calories.
	Dry weight of food.	Carbo-hydrates.	Fats.	Proteids.	
BREAKFAST— Bread, 8 ozs. ; margarine, $\frac{3}{4}$ oz. ; cocoa, 1 pint* - - - - - (Grammes)	6.43 (182)	5.06 (143)	.73 (21)	.57 (16)	847
DINNER†— Bread, 8 ozs. ; cheese, 1½ ozs. - - - - - (Grammes)	6.05 (172)	4.56 (129)	.40 (11)	1.00 (28)	748
SUPPER— Bread, 8 ozs. ; margarine, $\frac{3}{4}$ oz. ; potatoes (cooked), 6 ozs. - - - - - (Grammes)	7.33 (208)	5.79 (164)	.74 (21)	.68 (19)	947
Daily Total - - - - - (Grammes)	19.81 (562)	15.41 (436)	1.87 (53)	2.25 (63)	2,542

Salt, 1 oz. per 5 men daily.
* Ingredients for cocoa—Cocoa husk, 1 oz. ; sugar, 4 ozs. ; water, 8 pints.
† It is proposed that on the day of discharge this meal should be given to the vagrant either on his leaving the wards or on application at some specified place (see Chapter VIII. of Report).

3. SUGGESTED DIETARY FOR LABOUR COLONIES.

Males (weekly).	Number of days.	Nutritive Values in Ounces.				Calories.
		Dry weight of food.	Carbo-hydrates.	Fats.	Proteids.	
BREAKFAST— Bread, 8 ozs. ; cocoa (made with cocoa husk), 1 pint - - - - -	7	129.60	(Total for the week.) 102.89	8.23	16.22	16014
DINNER— Bread, 8 ozs. ; pea (or lentil) soup, 1 pint - - - - -	2					
Bread, 6 ozs. ; cheese, 2 ozs. ; potatoes (cooked), 6 ozs. - - - - -	2					
Bread, 2 ozs. ; broth, 1 pint ; suet pudding, 12 ozs. - - - - -	2					
Bread, 8 ozs. ; stew, 1 pint - - - - -	1					
SUPPER— Bread, 8 ozs. ; cocoa (made with cocoa husk), 1 pint - - - - -	7	18.51 (525)	14.70 (417)	1.18 (33)	2.32 (66)	2288
Daily average - - - - - (Grammes)						

Salt for table : 1 oz. per 5 men daily.

INGREDIENT TABLE FOR ABOVE DIETARY.

SOUP.		BROTH.	
Name and description of ingredient.	Quantity of each ingredient to a pint.	Name and description of ingredient.	Quantity of each ingredient to a pint.
Raw beef, free from bone - - - - -	1 oz.	Raw meat, free from bone - - - - -	1 oz.
Bones - - - - -	2 "	Bones - - - - -	1½ "
Split peas or lentils - - - - -	2 "	Fresh vegetables - - - - -	½ "
Oatmeal - - - - -	½ "	Salt, pepper and herbs to taste	
Vegetables - - - - -	2 "	Meat liquor or water (a sufficiency)	
Dripping - - - - -	1 "	(Approximate Cost, $\frac{1}{10}$ d.)*	
Salt, pepper and herbs to taste			
Water (a sufficiency)			
(Approximate Cost, 1 $\frac{1}{10}$ d.)*			
STEW.		COCOA.	
Raw beef, free from bone - - - - -	1 oz.	Cocoa husk - - - - -	½ oz.
Flour - - - - -	¼ "	Water - - - - -	1 pint.
Peas, split - - - - -	¼ "	(Approximate Cost, $\frac{1}{10}$ d.)*	
Scotch barley - - - - -	½ "		
Carrots or turnips - - - - -	4 "		
Cabbage - - - - -	4 "		
Onions - - - - -	1 "		
Dripping - - - - -	1 "		
Salt, pepper and herbs to taste			
Stock or water (a sufficiency)			
(Approximate Cost, 1 $\frac{1}{10}$ d.)*			
		SUET PUDDING (one pound)	
		Flour - - - - -	8 oz.
		Suet (beef) - - - - -	2 "
		Salt to taste	
		Water (a sufficiency)	
		(Approximate Cost, 1 $\frac{1}{10}$ d.)*	

* For provisions only. This estimate is based on the average prices in Metropolitan Workhouses in 1899.

APPENDIX XXX.

Appendix
XXX.

DIETARY IN LOCAL PRISONS FOR MEN UNDER SENTENCES NOT EXCEEDING FOUR MONTHS IMPRISONMENT WITH HARD LABOUR.

1. DIETARY IN FORCE BEFORE 21 APRIL, 1899.

Meals.	Class I. Diet.		Class II. Diet.		Class III. Diet.	
<i>Breakfast.</i>	Daily : Bread.	8 oz.	Daily : Bread. Gruel.	6 oz. 1 pt.	Daily : Bread. Gruel.	8 oz. 1 pt.
<i>Dinner.</i>	Daily : Stirabout.	1½ pts.	Sunday : Bread. Suet Pudding.	6 oz. 8 "	Sunday : Bread. Potatoes. Suet Pudding.	4 oz. 8 " 8 "
			Monday : Bread. Potatoes.	6 oz. 8 "	Monday : Bread. Potatoes. Cooked Beef, without bone.	8 oz. 8 " 3 "
			Tuesday : Bread. Soup.	6 oz. pt.	Tuesday : Bread. Potatoes. Soup.	8 oz. 8 " ¾ pt.
			Wednesday : Bread. Suet Pudding.	6 oz. 8 "	Wednesday : Bread. Potatoes. Suet Pudding.	4 oz. 8 " 8 "
			Thursday : Bread. Soup.	6 oz. ½ pt.	Thursday : Bread. Potatoes. Soup.	8 oz. 8 " ¾ pt.
			Friday : Bread. Potatoes.	6 oz. 8 "	Friday : Bread. Potatoes. Cooked Beef, without bone.	8 oz. 8 " 3 "
			Saturday : Bread. Soup.	6 oz. ½ pt.	Saturday : Bread. Potatoes. Soup.	8 oz. 8 " ¾ pt.
<i>Supper.</i>	Daily : Bread.	8 oz.	Daily : Bread. Gruel.	6 oz. 1 pt.	Daily : Bread. Gruel.	6 oz. 1 pt.

Application of above Dietary.

Term.	Class I.	Class II.	Class III.
Seven days and under	Whole term	—	—
More than 7 days and not more than } 1 month.	Seven days.	Remainder of term	—
More than 1 month and not more } than 4 months.	—	One month	Remainder of term

2. DIETARY ESTABLISHED IN APRIL, 1899.

(Rule made by the Secretary of State on 21st April, 1899.)

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(1.) The diets of Class I, and Class II, set out in the rules made by the Secretary of State on the 18th March, 1878, are hereby cancelled, and the following diet, Class A, is substituted:—

Meals.	Class A.		
	—	Men.	Women and Juveniles under 16 years of age.
Breakfast - - -	Daily : Bread - - - - - Gruel - - - - -	8 oz. 1 pt.	6 oz. 1 pt.
Dinner - - -	Sunday : Bread - - - - - Suet pudding - - -	8 oz. 8 oz.	6 oz. 6 oz.
	Monday : Bread - - - - - Potatoes - - - - -	8 oz. 8 oz.	6 oz. 8 oz.
	Tuesday : Bread - - - - - Porridge - - - - -	8 oz. 1 pt.	6 oz. 1 pt.
	Wednesday : Bread - - - - - Suet pudding - - -	8 oz. 8 oz.	6 oz. 6 oz.
	Thursday : Bread - - - - - Porridge - - - - -	8 oz. 1 pt.	6 oz. 1 pt.
	Friday : Bread - - - - - Potatoes - - - - -	8 oz. 8 oz.	6 oz. 8 oz.
	Saturday : Bread - - - - - Porridge - - - - -	8 oz. 1 pt.	6 oz. 1 pt.
	Daily : Bread - - - - - Gruel - - - - -	8 oz. 1 pt.	6 oz. 1 pt.
Supper - - - -	Daily : Bread - - - - - Gruel - - - - -	8 oz. 1 pt.	6 oz. 1 pt.

(2.) Juvenile offenders, under 16 years of age, may, in addition to any of the diets to which they are entitled under the rules, be allowed milk, not exceeding one pint per diem, at the discretion of the Medical Officer

(3.) The diets of all male prisoners after the first seven days shall be those laid down in Class III, and Class IV, of the dietaries set out in the rules made by the Secretary of State on the 18th March, 1878, for prisoners sentenced to imprisonment with hard labour, according to length of sentence or imprisonment ; provided that the allowance of bread for supper in Class III diet shall be 8 ounces instead of 6 ounces. During the first seven days, prisoners awaiting trial, offenders of the first division who do not maintain themselves, offenders of the second division, debtors and surety prisoners, shall receive Class III diet for prisoners sentenced to hard labour ; provided that during the whole of their imprisonment they shall be allowed half-a-pint of cocoa for breakfast and half-a-pint for supper in lieu of gruel.

(4.) The subjoined table shall be substituted for that contained in the rules made by the Secretary of State on the 18th March, 1878, setting out the terms to which the prison diets shall be severally applied :—

Term.	Class A.	Class III.	Class IV.
Seven days and under - - - - -	Whole term.	—	—
More than 7 days and not more than 4 months	Seven days.	Remainder of term.	—
More than 4 months - - - - -	—	Four months.	Remainder of term.

3. DIETARY NOW IN FORCE.

(Established in September, 1901.)

Appendix
XXX.

Meals.	Diet A.		Diet B.	
Break-fast.	Daily :		Daily :	
	Bread - - -	8 oz.	Bread - - -	8 oz.
	Gruel - - -	1 pint	Gruel - - -	1 pint
Dinner	Sunday :		Sunday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Porridge - - -	1 pint	Potatoes - - -	8 "
			Cooked Meat, pre- served by heat -	4 "
	Monday :		Monday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Potatoes - - -	8 "	Potatoes - - -	8 "
			Beans - - -	10 "
			Fat Bacon - - -	2 "
	Tuesday :		Tuesday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Porridge - - -	1 pint	Potatoes - - -	8 "
			Soup - - -	1 pint
	Wednesday :		Wednesday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Suet Pudding - -	8 "	Potatoes - - -	8 "
			Suet Pudding - -	10 "
	Thursday :		Thursday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Potatoes - - -	8 "	Potatoes - - -	8 "
			Cooked Beef, without bone - - -	4 "
	Friday :		Friday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Porridge - - -	1 pint	Potatoes - - -	8 "
			Soup - - -	1 pint
	Saturday :		Saturday :	
	Bread - - -	8 oz.	Bread - - -	6 oz.
	Suet Pudding - -	8 "	Potatoes - - -	8 "
			Suet Pudding - -	10 "
Supper	Daily :—		Daily :—	
	Bread - - -	8 oz.	Bread - - -	8 oz.
	Gruel - - -	1 pint	Porridge - - -	1 pint

Application of above Dietary.

Term.	Diet A.	Diet B.
Seven days and under- - - - -	Whole term.	—
More than seven days and not more than four months.	Seven days.	Remainder of term.

Appendix
XXX.

Diet for Day of First Reception in Prison.

Breakfast.	Dinner.	Supper.
Bread - - - - 8 oz.	Bread - - - - - 12 oz.	Bread - - - - 8 oz.
Cocoa - - - - 1 pint	Cooked meat preserved by heat - 4 „	Porridge - - - - 1 pint

This diet applies to all prisoners on first reception, whether convicted or unconvicted. It was prescribed by the Rule of 2nd September, 1901, and is practically identical with the admission diet prescribed by the Rule of 17th March, 1892.

COST OF CASUAL WARDS.

(Statements handed in by Mr. Brook Kitchen.)

1. METROPOLITAN UNIONS.

Date of Approval by Local Government Board.	Union.	Accommodation provided.			Cost.*	Cost per head.	Price per foot cube.	Whether disinfecter provided.	Description.
		Cells.	Associated wards.	Total.					
1886 - -	Wandsworth	42 Men 9 Women 4 Women with children*	No Associated ward Day rooms only	42 17 — 59 —	£ 6,361	£ 108	s. d. 0 8½	Fumigating chamber in basement.	Male attendant's room, female attendant's room, and assistant's room, kitchen, and 2 stores. Basement includes heating chamber and laundry. Mainly 2 stories high ; back cells 1 storey
1893 - -	Poplar	48 Men 8 Women 3 Women with children*	No Associated ward or Day rooms	48 14 — 62 —	13,615	219	1 8½	Yes, in heating chamber	Includes oakum store, drying room, attendants' rooms, office, and kitchen. Laundry, heating chamber in basement. Building 2 stories in height.
1894 - -	S. George-in-the-East	84 Men 14 Women 4 Women with children*	No Associated ward Day rooms only	84 22 — 106 —	18,036	170	1 5½	Yes	Self-contained. Superintendent's sitting room and bedrooms. Heating and laundry in basement.
1895 - -	S. Pancras	48 Men 12 Women 6 Women with children*	No Associated ward Day rooms only	48 24 — 72 —	11,500	160	1 0½	Yes	Self-contained, separate shelter or waiting space for men and women tramps. Superintendent's quarters include sitting room and 2 bedrooms, assistant superintendent's office, sitting room, bedroom. Heating chamber and laundry in basement. Mainly 2 stories. Separate building providing 23 corn grinding cubicles.
1896 - -	Paddington	50 Men 11 Women 4 Women with children*	No Associated ward One Day room for men Two dayrooms for women.	50 19 — 69 —	13,442	195	1 3	Yes, in basement	Self-contained, includes office, attendant's room, kitchen, scullery, store, day rooms for men and women. Ground and first floor—men's cells and attendant's quarters ; second floor—women's cells. Basement—heating chamber, separate wash house for men and women. Cells in 3 stories.

* Cells for women with children are reckoned as accommodating 2 persons.

METROPOLITAN UNIONS—continued.

Date of Approval by Local Government Board.	Union.	Accommodation provided.			Cost.	Cost per head.	Price per foot cube.	Whether disinfector provided.	Description.
		Cells.	Associated wards.	Total					
1899	Hackney	62 Men 32 Women 6 Women with children*	No Associated ward Day rooms only	62 44 — 106 —	£ 36,710 1,000* — 35,710	£ 346	s. d. 2 1½ above founda- tions.	Yes, in laundry	Self-contained; two attendants' rooms and office, attendant's bedroom and sitting room, kitchen and bath room on first floor. Building 3 stories, no basement. Boiler house, disinfectant and laundry in detached building. Extra cost in respect of work in connection with able-bodied inmates test house (not carried out). *For foundations 14 feet deep. Water supply in large tanks for whole estate. Includes walling round whole estate about 12 feet high.
1901	Holborn	48 Men 24 Women 4 Women with children*	No Associated ward Day rooms only	48 32 — 80 —	13,031	163	1 4½	Yes	Self-contained; includes accommodation for superintendent, matron, night porter and porter's day room. Boiler house, laundry, disinfectant in basement and lower ground floor. Building 3 stories in height.
1901	Stepney	34 Men 4 Women with children*	Day room for men. Waiting room and Associated ward for 14 women	34 22 — 56	8,700	156	1 6	Yes	Self-contained; includes superintendent's office and kitchen, scullery, assistant's sitting room, bedroom, inmates' kitchen on women's side. First floor—women's cells, waiting room, superintendent's bedroom, and associated ward. Heating chamber in basement. Building 2 stories in height.

* Cells for women with children are reckoned as accommodating 2 persons.

	£	s.	d.
Note.—Average cost per head including Hackney	-	-	-
" " excluding "	-	-	-
" " "	189	10	0
" " "	167	0	0

2.—PROVINCIAL UNIONS.

Date of Approval by Local Government Board.	Union.	Accommodation provided.			Cost.	Cost per head.		Price per foot cube.	Whether disinfectant provided.	Remarks.
		Cells.	Associated wards.	Total.		£	s. d.			
1895 - -	Halifax -	45 Men 12 Women 4 Women with children	1 Day room 2 Associated wards for 26 Men, 9 Women	96	£ 6,350	66	0 0	d. —	Yes	Cells in one storey, separate building for women. Attendant's house, 3 bedrooms, &c. Vagrants' waiting room, clothes-drying room, attendant's room, rug store. Two Association wards for men in addition to day room. Heating in basement.
1895 - -	Rugby -	16 Men 3 Women	4 Men 4 Women	27	2,156	80	0 0	—	Yes : single room	Includes attendant's office, living room and bedroom. Heating chamber.
1896 - -	Farnham -	8 Men	22 Men	30	1,650	55	0 0	—	Drying room	Single storey, includes porter's room, waiting room. Heating chamber in basement.
1896 - -	Prestwich -	35 Men 5 Women 2 Women with children	26 Men 13 Women	81	12,000	148	0 0	11½	Large drying room and stove space	Cells in 3 distinct buildings connected by short lobbies to administrative portion of building. Two receiving rooms for men and women. Search rooms, waiting rooms, general kitchen, and private apartments for attendants, including parlour, kitchen, scullery, and 4 bedrooms on first floor. Heating chamber in basement.
1897 - -	Bedwelty -	6 Men	6 Men	12	1,000	83	0 0	—	Fumigating chamber	Single storey, includes attendant's room and bedroom. Store. Heating chamber in basement.
1897 - -	Howden -	6 Men 5 Women	10 Men	21	1,250	60	0 0	—	No	Two Attendants' bedrooms. Heating chamber.
1897 - -	Easingwold -	12 Men	6 Men in day room	18 Men	1,700	94	0 0	—	Yes : single room	Attendant's room. Boiler house in basement.
1897 - -	Hendon -	26 Men	Very small day room	26 Men	2,500	92	0 0	—	Yes : double chamber	One storey, including waiting room, small day room, office. Heating chamber in basement.
1897 - -	Merthyr Tydvil -	11 Men	7 Men	18 Men	1,200	66	10 0	—	Yes	No attendant's room.
1897 - -	Warwick -	12 Men	2 wards, 14 in each for men 2 wards for women, 9 in each	58	3,000	52	0 0	10	Fumigating room in detached building	Includes one room for attendant with scullery, two drying rooms. Boiler house in basement.
1897 - -	Tavistock -	15 Men	—	15 Men	500	33	0 0	6½	Fumigating room	Heating chamber not shown.
1897 - -	Williton -	6 Men	—	6 Men	363 13 0	60	12 0	—	Fumigating room in old building	Heating chamber. No attendant's room.

COST OF CASUAL WARDS—continued.
PROVINCIAL UNIONS—continued.

Date of Approval by Local Government Board.	Union.	Accommodation provided.			Cost.	Cost per head.		Price per foot cube.	Whether disinfect provided.	Remarks.
		Cells.	Associated wards.	Total.		£	s. d.			
1897 - -	Shepton Mallet -	9 Men		9 Men	£ 400	44	10 0	d. 3 ³ / ₄	Single chamber	No attendant's room. Heating chamber in basement.
1898 - -	Drayton - -	14 Men	8 Men 11 Women	33	1,700	51	10 0	6	Yes : double chamber in detached block	Includes office, male attendant's room, female attendant's room, 1 day room for men and 1 for women. Drying room and heating chamber in basement.
1898 - -	Pewsey - -	10 Men	8 Men 5 Women	23	900	39	0 0	—	Fumigating room	Mainly one storey ; includes waiting rooms for men and women. Heating chamber and two waiting rooms.
1899 - -	King's Norton -	25 Men 8 Women 2 Women with children	14 Men	49	5,500	112	0 0	—	Yes : double room in basement	2 storied building ; includes, on ground floor, office, attendant's sitting room, kitchen, &c., and inmates washhouse. On first floor, women's cells, waiting room, stores, 2 bedrooms and bath room for offices. Heating chamber and disinfecting rooms in basement.
1899 - -	Horncastle - -	6 Men	9 Men 8 Women	23	760	33	0 0	—	Fumigating room	1 storey building ; includes attendant's room, waiting room for men, 2 drying chambers, 2 stores, Heating chambers.
1899 - -	Stratford-on-Avon	8 Men	16 Men	24	1,500	62	10 0	—	Drying room	Attendant's room and heating chamber.
1899 - -	Yeovil - -	6 Men	—	6 Men	325	54	0 0	—	No	No attendant's room. Boiler room and drying room.
1899 - -	Lichfield - -	38 Men	8 Men	46	4,500	98	0 0	—	Two chambers (steam apparatus)	2 stories ; includes waiting room, office, day room : on first floor, 2 stores and attendant's bedroom.
1900 - -	Plympton - -	8 Men	8 Men 4 Women	20	935	96	15 0	—	Yes : single room	Includes attendant's room, padded room, men's day room, in addition to Associated ward. Heating chamber.
1900 - -	Kettering - -	11 Men 2 Women	12 Women	25	1,200	48	0 0	6	Fumigating room	One storey ; includes office, waiting lobby, store, drying room. Heating chamber in basement.
1901 - -	Leeds - -	40 Men 10 Women	6 Men, 2 in observa- tion ward. 8 Women, 1 Sick cell	67	10,342	154	0 0	5 ³ / ₄	Yes	20 separate stone breaking cells, kitchen, laundry, disinfectant and attendant's house.
1901 - -	Wells - -	8 Men	Small day room 3 Men	11 Men	937	85	0 0	—	Yes : single room	Includes attendant's room, drying room. No heating chamber shown.

Date of Approval by Local Government Board.	Union.	Accommodation provided.			Cost.	Cost per head.		Price per foot cube.	Whether disinfectant provided.	Remarks.
		Cells.	Associated wards.	Total.		£	s. d.			
1901 - -	Newcastle - -	32 Men 10 Women	14 Men	56	8,096	145	0 0	s. d. 1 3½	2 fumigating rooms	Includes porter's accommodation, living room, scullery and 2 bedrooms. Heating chamber in basement under porter's house. Includes a mortuary.
1901 - -	Stockton - -	12 Men	—	12 Men	1,953	163	0 0	—	Fumigating room	Includes 2 rooms for attendants, heating room, and drying room.
1902 - -	Brentford - -	23 Men 7 Women	10 Men 10 Women	50	5,828	116	10 0	—	Yes	Includes disinfecting rooms, drying room, master and matron's accommodation, 3 bedrooms, and sitting room. Separately heated.
1902 - -	Evesham - -	12 Men 3 Women 3 Women with children	12 Men 12 Women	42	3,750	89	10 0	—	Yes	One storey; includes office, 2 attendants' rooms, drying room, washhouse, 2 rug stores, detached wood shed and sanitary accommodation. Heating chamber in basement.
1902 - -	Newton Abbot - -	12 Men 2 Women	10 Men 10 Women	34	3,000	88	0 0	—	Yes	Includes disinfectant house and accommodation for caretaker, kitchen, living room, 2 bedrooms, and bath-room. Separate heating.
1902 - -	Ware - -	10 Men 4 Women	12 Men	26	3,360	129	0 0	11½	Yes	Includes porter's accommodation, living-room, office and bedroom. Boilerhouse and washhouse in basement.
1902 - -	Haltwhistle - -	12 Men	16 Men	28 Men	1,400	50	0 0	—	Drying closet	1 storey; includes attendant's room, small store. Boilerhouse.
1903 - -	Biggleswade - -	12 Men 3 Women	4 Men	19	1,900	100	0 0	—	Yes	One storey; includes attendant's rooms. Drying room.
1903 - -	Luton - -	16 Men	10 Men	26 Men	1,500	57	10 0	7	Yes: single chamber	Mainly one storey; includes on ground floor attendant's room, store; on first floor, 2 bedrooms and store. Heating in basement.
1904 - -	Stone - -	12 Men	10 Men	22 Men	1,272	58	0 0	—	Yes: 2 chambers (steam apparatus)	One storey; includes attendant's room, bedroom reception room, store. Boilerhouse and coal stores in basement.

NOTE.—Average cost per head, £92 10s.

3. TRADES UNION PRICES IN 1905,
ILLUSTRATING THE VARIATION IN COST OF BUILDING IN DIFFERENT LOCALITIES.

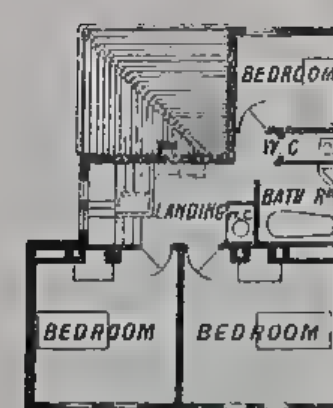
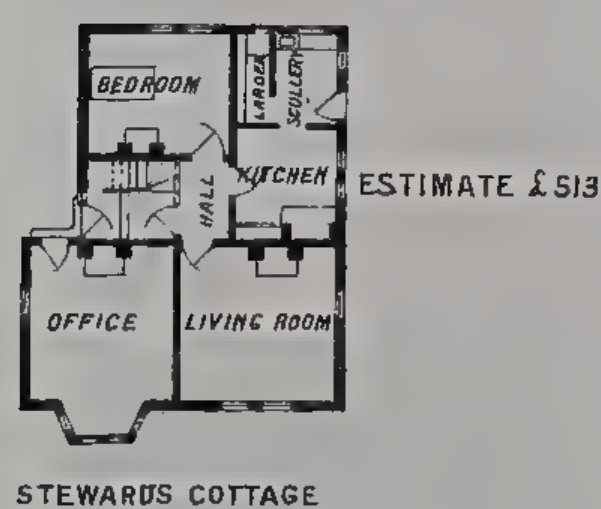
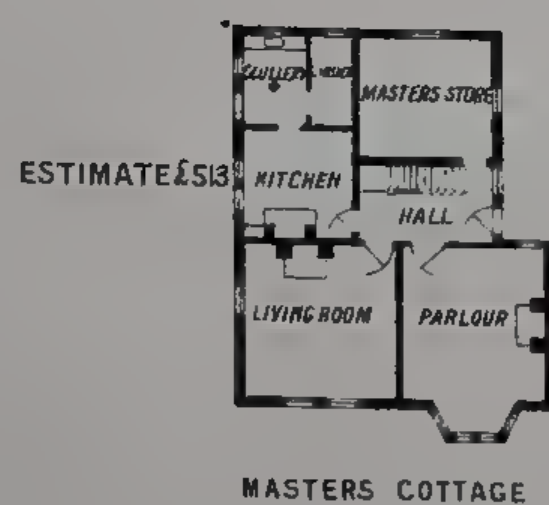
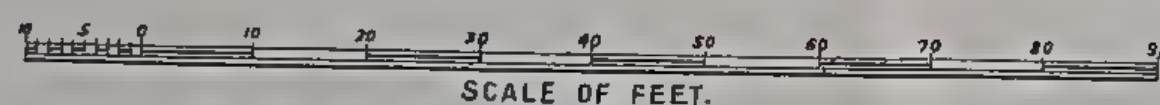
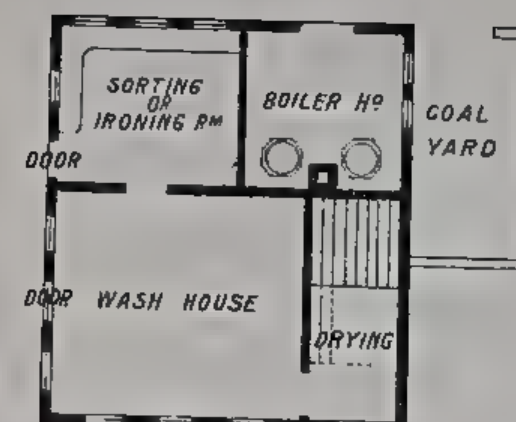
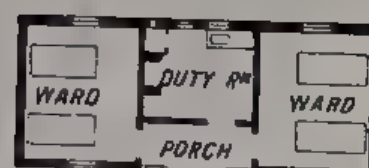
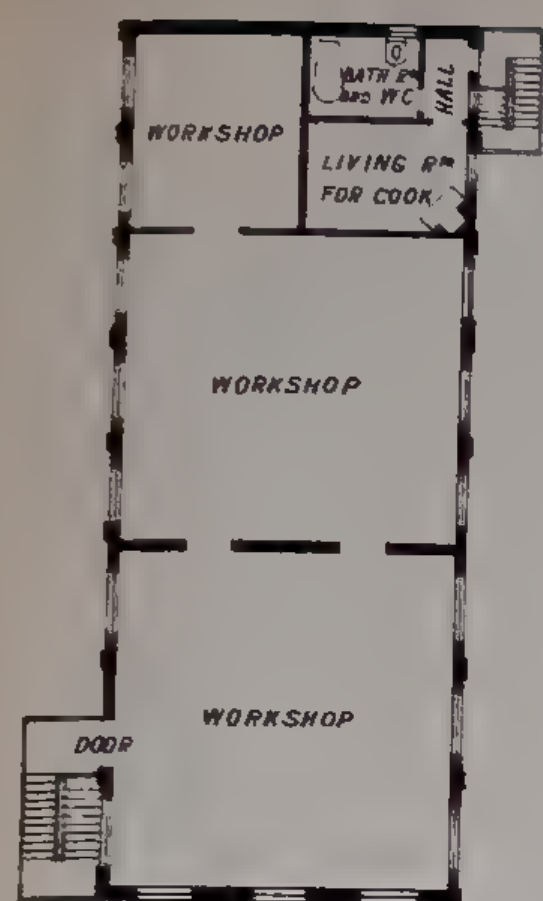
	Masons.	Bricklayers.	Carpenters.	Plasterers.	Plumbers.	Painters.
	d.	d.	d.	d.	d.	d.
London - - -	10½	10½	10½	11	11	No fixed scale
Croydon - - - -	10½	10	9½-10	10½-11	10½-11	7
Rochester - - - -	9	9	8½	9	8½	7
Romford - - - -	10	9	9	10	10	7
Manchester - - -	9½	10	9	10	9½	8½
Birmingham - -	10	9½	9	10	9½	8½
Sheffield - - -	9½	9½	9	9	9	7
Liverpool - - - -	9½	9½	9	9½	9½	8½
Derby - - - -	9	9	8½	9	8½	7½
Cardiff - - - -	9	9	9	9	9	8
Reading - - - -	8½	8½	8½	9	8½	6½-7
Newcastle - - - -	10	10	10	10	9	9
Gloucester - - -	7½	8	8	7½	8	7½
Yarmouth - - - -	7½	7½	7½	Done by bricklayers.	7½	6
Exeter - - - -	8	8	7½	7½	7	6
Plymouth - - - -	8	8	8	8	8	7
Keswick - - - -	7	7	7	7	7	7
Cirencester - - -	6-6½	7-7½	6	6	6½	5½
Stroud - - - -	6	6½	6	6	7	6
Abergavenny - - -	7½	7½	7	6½	7	6 & 6½
Wisbech - - - -	6	6½	6½	Done by bricklayers.	7	5½
Crediton - - - -	5-7	5-7	5-6½	5-7½	5-6½	5-6
Bridgwater - - -	6½	6½	6	6½	6	6
St. Austell - - -	5½	5½	5	6½	5	5
Lyme Regis - - -	6-7	6-7	5½-6	6-7	6	5-6
Pontypool - - - -	8½	8½		8	Not given.	Not given.

4. TEST HOUSES.

	Date of Approval by Local Government Board.		Accommodation	Total cost.	Cost per head.
Chorlton and Man- chester	1900		686	£41,233	£60
Sheffield	1896		240	£9,990	£41 13s. 4d.
West Derby (Classi- fication House)	Old Workhouse	1889	676	Up to 1904 - £91,527	
	Additions	1904	324	Additions £21,700	
			1,000	£113,227	£113
West Derby (Vag- rant Wards)	1904		480	£38,050	£80

SKETCH PLAN OF LABOUR COLONY
119 BEDS.

TOTAL COST BUILDINGS ONLY
£ 6396 OR £53 PER BED.





APPENDIX XXXII.

Appendix
XXXII.

VAGRANCY IN MANCHESTER.

(Memorandum prepared by Mr. R. Peacock, Chief Constable.)

Vagrancy is divided broadly by the Statutes into three classes, viz., idle and disorderly persons, rogues and vagabonds, and incorrigible rogues.

These three classes are again sub-divided under many heads and the different offences are enumerated in the Vagrant Act of 1824. The administration of the law of vagrancy is divided between the poor law authorities and the police, although the latter have, in practice, to assist in the enforcement of the whole of the law respecting vagrants.

The portion of the vagrant laws allocated for administration to the poor law authorities is that dealing with neglect of wife and family, and such kindred offences as render the persons concerned or their dependents to become chargeable to the Local Union.

The offences which come direct and solely within the province of the police jurisdiction are :—

- (a) Peddling without a licence.
- (b) Prostitutes behaving indecently.
- (c) Begging.
- (d) Fortune telling.
- (e) Exhibiting obscene pictures.
- (f) Indecently exposing person.
- (g) Exposing wounds.
- (h) Fraudulently collecting alms.
- (i) Gaming in public places.
- (j) Being in possession of burgling instruments, or being armed for the purpose of committing felony.
- (k) Being found in enclosed premises.
- (l) Being a convicted thief and frequenting for the purpose of committing a felony.
- (m) Wandering abroad without any visible means of subsistence.

So far as I am aware, speaking generally, no difficulty has been experienced by the police in dealing with any of the offences enumerated above, with the exception of "Wandering abroad without any visible means of subsistence."

This offence is more commonly known as "sleeping out," and is principally committed by what are known as tramps.

There are always a large number of tramps passing through Manchester, either on their way north or working

southwards through the Midlands. During the cold months of the year the tramps generally frequent the numerous brick fields on the outskirts of the city, and not only sleep there within the warmth of the brick kilns but do a considerable amount of damage to the brick making plant, and to the bricks, etc., in process of manufacture. As a result of such damage and the consequent complaints made to the police by the brick manufacturers, the police periodically raid the brick crofts, as they are called locally, and large numbers of tramps are taken before the city justices. As a rule the men found sleeping on the brick crofts are of the undoubted tramp class, but towards the latter portion of 1902 the police noticed there was a larger proportion than hitherto of men, whom the police had reason to believe were working men out of employment, willing and anxious to work if they could obtain employment, and it was recognised that their position as sleepers out was due to circumstances over which they had no control and for which they were not responsible.

At this period, the beginning of winter, 1902, the arrest of persons in Manchester for sleeping out averaged the alarming total of 200 per month.

The result of enquiries from :—

Newcastle-upon-Tyne,
Sheffield,
Birmingham,
Liverpool,
Bradford (Yorkshire),
Edinburgh,
Nottingham,
Bristol, and
Leeds,

showed that the number of vagrants was exceptionally large in Manchester, and that in no other large town had the average arrests of persons for sleeping out been more than thirty per month.

There are in the city of Manchester 155 common lodging-houses with accommodation for 6,205 lodgers, and the average number of persons lodged each night in these common lodging-houses is 4,964. The number of common lodging-houses and the accommodation for the above sexes is as follows :—

	For men only.	For women only.	For men and women.
Number of Lodging-houses - -	114	16	25
Number of Beds - - - -	5341	379	485

A charge is made varying from 3d. to 6d. per night per bed, and these common lodging houses are frequented principally by the tramp class.

In addition to the common lodging-houses, registered

by the local authority and inspected by the police, homes or shelters are provided by various philanthropic institutions and societies as follows :—

Name and Address.	Number of Beds.	Male or Female.	Number of Free Beds.	Number of other Beds.	Average nightly number of Lodgers.
The Church Army Home, 3, Moulton Street, Strange-ways.	75	Men	75	—	72
The Church Army, Smedley Lane, Cheetham - -	28	Men	28	—	28
The Church Army, 122, Upper Brook Street - -	45	Men	25	20	45
The Jewish Strangers' Home, 21, North Street, Cheetham.	8	Men	8	—	6
Discharged Prisoners' Aid Society, Great Ducie Street	12	Women	12	—	8
The Central Hall Home, Hood Street - - - -	330	Men	200	130	260
Home for Needy Jews, 280, Cheetham Hill Road -	26	Both sexes	26	—	12
Wood Street Mission, Deansgate - - - - -	24	Women and homeless boys	24	—	20
The Night Asylum, Byrom Street, kept by the Society of Friends.	34	Women and men	34	—	34
The Salvation Army Home, Chepstow Street - -	202	Men	52	150	202
The Church Rescue Home, 54, Upper Brook Street -	7	Women	7	—	7
The St. Vincent Catholic Shelter, St. Vincent Street, New Islington.	8	Women	8	—	6
Walton House, kept by the Sanitary Committee, Harrison Street.	363	Men	None	363	330

Appendix
XXXII.

To meet the exceptional distress which existed in the town, one charitable organisation opened a special shelter with accommodation of upwards of 300 persons per night, and also provided a substantial meal. The effect was somewhat surprising. The accommodation provided was taken advantage of to the fullest extent, but the applicants were almost entirely of the tramp class and not of the genuine out-of-workers. The existence of this free shelter became speedily known amongst the tramp fraternity generally, with the result that tramps flocked into the city in greater numbers than ever previously. Further, the common lodging-houses which had previously been patronised by some of the tramps as long as they had sufficient money to pay for a bed were now almost empty, and the proprietors of the common lodging-houses affected protested to the lodging house inspector against the establishment of this free shelter. An inspection of the common lodging-houses by the police proved the statements of the proprietors that in some instances they had considerably less than their usual number of beds occupied, and an inspection of the free shelter convinced the police that a large number of applicants for the free shelter were men whom they knew to habitually stay in the common lodging-houses.

SUMMARY OF REPLIES AS TO NUMBER AND TREATMENT OF TRAMPS IN THE PRINCIPAL TOWNS.

Newcastle-upon-Tyne.—Average number of persons charged with sleeping out, eight per month. No shelters provided for adults, but accommodation provided for 100 juveniles per night.

Sheffield.—Average number of persons charged with sleeping out, thirty per month. No shelter provided.

Glasgow.—Average number of persons charged with sleeping out, sixteen per month. A shelter is provided by a charitable association in which homeless persons are received from 7 to 10 p.m. Free supper and breakfast are provided ; no task is imposed ; and the shelter is under the supervision of the Corporation.

Birmingham.—Average number of persons charged with sleeping out, twenty-five per month. No shelters provided.

Liverpool.—Average number of persons charged with sleeping out, thirty per month. A shelter to accommodate fifty is provided by the Food and Betterment Association ; also a perambulating coffee cart.

Bradford.—Average number of persons charged with sleeping out, two per month. The Salvation Army provide a shelter, and there is a women's home and shelter to which destitute women are admitted free.

Edinburgh.—Average number of persons charged with sleeping out, twelve per month. Two night shelters are provided by charitable associations. One shelter will accommodate sixty men and thirty women, and the other twelve men and thirty women. Only one night's shelter per month is given to the same person, with the exception that persons admitted on Saturday night are allowed to remain until Monday morning. A meal of porridge and milk is provided night and morning. There are no beds, but each person is supplied with two rugs.

Nottingham.—Average number of persons charged with sleeping out, four per month. No shelter provided.

Bristol.—Average number of persons charged with sleeping out, twelve per month. No shelter provided.

Leeds.—Average number of persons charged with sleeping out, seven per month, but this number is stated not to represent the actual state of vagrancy and sleeping out in the city, which is much greater than is indicated by the number of arrests. No special provision is made by the Corporation or other body for the accommodation of vagrants and persons sleeping out.

ADMISSIONS TO CASUAL WARDS.

The number of tramps admitted to the casual wards in each of the four weeks in December last and in each of the four weeks in the month of May last was as follows :—

Week-ended.	Males.	Females.	Children.	Total.
Dec. 3, 1904 - - - -	1,471	31	6	1,508
„ 10, „ - - - -	1,440	52	9	1,501
„ 17, „ - - - -	1,402	34	5	1,441
„ 24, „ - - - -	1,645	44	5	1,694
May 6, 1905 - - - -	1,193	55	8	1,256
„ 13, „ - - - -	959	59	19	1,037
„ 20, „ - - - -	907	52	5	964
„ 27, „ - - - -	1,001	45	14	1,060

Number and Ages of Persons arrested for Begging in Manchester during the Five Years ended 31st December, 1904 ; and the Sentences imposed on such persons by the Magistrates.

Year.	Arrests.			Discharged.		Convicted.		Age and Sex of Persons Arrested.												Sentences.						
	Total.	Males.	Females.	Males.		Females.		12 to 16.	16 to 21.		21 to 30.		30 to 40.		40 to 50.		50 to 60.		60 and over.		3 months and over 2.	2 months and over 1.	1 month and over 14 days.	14 days and under.	To Reformatory School.	Fined.
				Males.	Females.	M.	F.		M.	F.	M.	F.	M.	F.	M.	F.										
1900 - -	376	283	93	103	37	56	3	0	4	0	31	0	67	13	55	32	56	10	67	38	11	4	94	114	3	10
1901 - -	528	431	97	167	37	60	4	0	17	0	28	12	95	16	98	21	52	8	137	38	10	2	125	174	1	12
1902 - -	486	406	80	173	35	45	1	0	14	1	44	8	69	13	55	22	57	17	166	19	7	2	84	168	1	16
1903 - -	678	565	113	277	58	55	3	0	15	0	20	2	143	17	152	28	101	31	131	35	7	6	100	216	0	14
1904 - -	785	672	113	234	47	66	3	0	22	0	81	10	130	16	117	19	101	33	218	35	16	5	144	315	4	20

Number and Ages of Persons arrested for Sleeping Out in Manchester during the Five Years ended 31st December, 1904 ; and the Sentences imposed on such Persons by the Magistrates.

Year.	Arrests.			Discharged.		Convicted.		Ages and Sex of Persons arrested.												Sentences.						
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	12 to 16.	16 to 21.		21 to 30.		30 to 40.		40 to 50.		50 to 60.	60 and over.		3 months and over 2.	2 months and over 1.	1 month and over 14 days.	14 days and under.	To Reformatory School.	Fined.	
									M.	F.	M.	F.	M.	F.	M.	F.		M.	F.							
1900 - -	237	209	28	63	10	18	2	0	32	0	53	7	48	7	30	4	24	5	20	5	1	5	16	135	4	3
1901 - -	546	516	30	113	10	20	6	0	54	3	122	6	143	3	100	4	56	10	35	4	1	1	53	361	3	4
1902 - -	965	914	51	200	11	40	10	0	94	4	216	12	270	8	178	14	91	10	55	3	12	1	87	644	7	3
1903 - -	1,147	1,079	68	347	27	41	4	0	112	5	360	5	332	20	138	18	93	14	40	6	7	16	125	618	2	5
1904 - -	890	855	35	383	17	18	4	0	78	1	268	11	264	7	123	1	53	13	65	2	2	24	118	339	2	5

Appendix
XXXII.

These Returns show that the great majority of the tramps dealt with were persons of thirty years of age and upwards, and an intimate knowledge of them proves that for the most part they were able, but unwilling, to earn an honest livelihood by work.

A close scrutiny of the tramps locked up in the city of Manchester during the period named above shows that over 50 per cent. were known to have been previously convicted under the Vagrancy Act, and there were strong reasons to believe that at least another 30 per cent. had been convicted elsewhere. There has been a very small proportion indeed of persons amongst them who could be regarded as working men out of employment and anxious to work.

The only gratifying feature about the Returns is that whereas nearly 30 per cent. of the persons arrested for begging were females, there were hardly 6 per cent. of females amongst the persons arrested for sleeping out. Another feature in connection with the tramps that pass through the hands of the police is that, with very few exceptions, they belong to the unskilled labouring class.

An examination of the figures in the Returns show that the arrests are most numerous in the winter months. This is due to the fact that in the winter season the tramps flock to large towns such as Manchester, where they can obtain warm sleeping quarters in the various brick-yards, boiler houses, and different buildings connected with factories and workshops; also they can generally obtain free meals, which are provided by the various philanthropic societies in Manchester during the cold season. In the summer months they migrate to the country and spend the summer months in tramping in country districts, doing an occasional day's work on the farms and sleeping out in the open when the weather is good.

Bad trade no doubt affects the number of tramps on the road, but whether trade is good or bad the genuine tramp remains and continues a tramp.

Reference has already been made to the system in Manchester of making frequent raids upon sleepers out, but it should be explained that the number arrested practically represent the tramp class, because the police who make the raids exercise discretion and refrain from locking up persons who, from their general appearance, the police believe to be genuine working men seeking employment, and compelled to sleep out from no inclination or fault of their own.

The principal difficulty the police have to contend with in dealing with the tramp question is the inconsistent policy pursued by the magistrates, not only in adjacent and different towns, but by the magistrates sitting on different days in the same town, in their treatment of the tramps brought before them.

Even in Manchester there is a want of consistency in dealing with the tramps. Some benches will rigidly enforce the Vagrancy Act in regard to every batch of tramps brought before them; other benches, with what can only be regarded as mistaken leniency and sympathy, will discharge all tramps brought before them, usually upon the tramps promising to leave the town. This inconsistency in the magisterial treatment of tramps increases the difficulties of the police, and the evils of the tramp system.

I am of opinion that if some means could be adopted by which the present Vagrancy Laws could be consistently and uniformly enforced, preferably by the magistrates throughout the country committing to prison all tramps who are proved to be such, the tramp question would be largely solved so far as the police are concerned. I venture to think that if this suggestion were adopted there would soon be comparatively few genuine tramps in the country, as they would then either take casual employment and have a more or less fixed abode at some common lodging-house, or they would render themselves chargeable to the poor law guardians, who are best fitted under the present circumstances to deal with them.

With regard to the establishment of labour colonies it has been suggested that a solution of the difficulty lies in that direction. I do not, however, know of any scheme in existence in England that would quite meet the difficulty. Following the investigation of the Special Committee upon sleeping out by the Manchester Corporation, another Special Committee was appointed to deal with the question of the establishment of a Labour Registry.

I was associated with both Committees in their investigations, and have myself visited one or two labour colonies in England, and also obtained information as to the method and result of working the principal labour colonies on the continent. The labour colonies as at present constituted, and with their very limited disciplinary powers, do not seem to me to meet the case of tramps. The labour colonies seem more suitable, and certainly have achieved more satisfactory results, as a means of reforming those who have fallen, that is to say, their best results have been obtained in the reclaiming of men who have once been workers, but who have fallen very low, and may perhaps have degenerated into little better than tramps, but nevertheless are not the genuine tramps. I regard as a genuine tramp the man who has no fixed abode, who tramps the country, sleeps where he can, feeds where he can, and does not want and will not have regular work, or even casual work of any description if he can help it. The labour colonies as established in this country, are not suitable for this class of men; nothing less than strong repressive disciplinary and even penal measures will make the tramp work, and in the absence of statutory powers, I do not see how you can work labour colonies on those lines. In a labour colony to have successful results the persons detained therein must have some inclination to work, and in the genuine tramp not only the inclination, but the firm determination of the man, is not to work. As I have remarked, to benefit the genuine tramp by a course of confinement in a labour colony you must grant very strong disciplinary measures to the authorities in charge of the colony. The present system may be adequate to deal with persons who have a desire to reform and raise themselves, but it is not endowed with sufficient powers to deal with lazy and more or less refractory persons who will only work under compulsion. I am certainly strongly in favour of labour colonies for the redemption of persons who have fallen, and think they would prove a very satisfactory solution of the tramp difficulty, if sufficiently strong powers could be given the management to enforce the necessary discipline any successful scheme would require.

Another suggestion, is that the way ticket or travelling ticket contains the solution of the tramp difficulty. I am not fully acquainted with the details of the proposed system, but I understand that the suggestion is that a travelling pass or ticket should be issued by the police to every tramp; that the tramp should report himself to the police authorities of each district wherein he stays the night; and that each local authority should establish a labour bureau and endeavour to find employment for the travelling tramps. There is also, I understand, a system that free meals should be provided in connection with the travelling ticket.

I have had some experience in the conduct of a Municipal Labour Bureau or Registry. The corporation of the city of Manchester established a labour registry in December, 1903, and the control was placed under my supervision. A condition of registration was a twelve months' residence in the city. Notwithstanding this somewhat stringent regulation during the first period that registry was in operation, viz., from the 28th December, 1903, to the 7th of May, 1904, no less than 6,337 persons registered themselves as out-of-work and desirous of employment. Of that number 503 were found permanent employment and 329 temporary employment. A female branch of the registry was opened on the 25th of March, 1904, and was closed on the 7th of May, 1904. During that period 633 females registered their names, and 102 were found employment, much of which was of a temporary nature. The Male Labour Bureau was re-opened on the 21st November, 1904, and from that date to the 27th May last 7,424 males registered their names. Relief work was provided by the corporation for 833 men for three days per week, at 5d. per hour, which averaged about 11s. 3d. per week. Apart from the relief work 133 men and boys were found permanent situations and 757 temporary employment. I quote these figures to show that in a large city like Manchester, where a bureau was established by the municipality and was supported by many of the large employers, work could only be found for a very small percentage of the persons registered, and the persons registered were, without exception, ratepayers and citizens. This being so, I do not see what beneficial results could be expected from a bureau established for tramps. In my

opinion the difficulty could be met only by the establishment of relief works; there is, as shown in the above quoted statistics, not sufficient employment in the large centres of industry for men willing and anxious to work. Employers would not, therefore, accept tramps, and to carry to its logical conclusion the establishment of a labour bureau for tramps it would be necessary for relief works to be created by either the State or local authorities.

It would further be necessary to provide for some penal punishment for disobedience of the conditions and regulations under which the ticket was issued, otherwise the system would soon fail; and even with such provisions it is more than probable that the police would be met with the same difficulty as they are now, viz., a disinclination on the part of the magistrates to enforce penal punishment against men who are homeless, foodless, and moneyless.

A further suggestion has been made that the police and not the poor law authorities are the best fitted authority to deal with the tramp question. I have not seriously considered that aspect of the tramp question, because to render it operative would entail such a great change in the existing vagrant and poor law that I hardly think it comes at present within the purview of practical politics. With the general principle of the suggestion I certainly agree, but difficulties would arise in the administration of any such scheme unless the magistrates would support the police by strictly enforcing any penal provisions made in respect to breaches of the conditions, and offences against the law.

I do not know that I can make any suggestion in regard to the amendment of the existing vagrancy laws so far as concerns that portion administered by the police. I am of opinion that as existing at present the vagrancy laws would considerably reduce the tramp evils, if the police could only be supported by the magistrates enforcing the provisions of the law, without allowing sentiment to interfere with their judgment. A difficulty has frequently arisen as to when a man is without visible means of subsistence. Some benches of magistrates interpret that rather liberally towards the prisoner whilst others take an opposite course. Many benches refuse to convict a man who has in his possession the price of a bed in the lowest of common lodging-houses, although it is apparent that the man is a tramp and that he invariably sleeps out.

A reference has been made to child vagrancy by which I presume is meant the sleeping out, begging, &c., of

children. I can say that there is almost an entire absence of this class of vagrancy in Manchester. In 1901 the Corporation obtained powers to license all juvenile street traders. These powers were put into operation on the 25th March, 1902. Under these powers no child under twelve years is allowed to trade at all in the streets, and children between the ages of twelve and sixteen must be licensed, and they must not trade in the streets after eight o'clock on nights in the six winter months or after nine o'clock on nights in the summer months. A special staff of officers is entrusted with the administration of the regulations and they visit all portions of the city by day and by night at frequent but irregular intervals. At the present time there are some 1,300 children licensed every one of whom resides at a permanent residence within the city. When the licensing system was first inaugurated many of these children were little above the tramp class and resided with their parents at common lodging-houses. There was also a tendency to use the license to trade, as a cloak for begging. Both these evils have been removed, and none of the tramp class now hold licences. The officers report that it is very seldom indeed that a child is seen begging, even with its tramp parents, and undoubtedly the street trading regulations have had a great deal to do with the suppression of begging by children. In my opinion the most advisable and beneficial plan of dealing with children vagrants is to commit them to an industrial school where they will have proper care and attention and be fitted to follow some honest employment upon their discharge.

I am not able to speak authoritatively as to the spread of diseases by vagrants, but I can certainly say that in many instances, the state of their persons and clothing is highly conducive to the spread of all kinds of infectious and contagious diseases. They are invariably filthy, dirty and verminous, and only have a bath when compelled either by the poor law or the prison authorities.

In considering the tramp question the difficulty will always arise as to where the differentiation shall be made between the tramp and the unemployed. In large towns such as Manchester there is always a large number of genuine unemployed; also a large number of tramps. The Manchester authorities have made an attempt to deal with the unemployed by the establishment of a labour registry, as previously explained, and the experience there gained convinces me that State or municipal labour registries are of little practical use unless work can be created to meet the demand.

APPENDIX XXXIII.

SPREAD OF INFECTIOUS DISEASE BY VAGRANTS.

1. RESOLUTIONS ADOPTED BY THE CONFERENCE OF REPRESENTATIVES OF THE COUNTY COUNCILS OF ENGLAND AND WALES, THE CORPORATION OF THE CITY OF LONDON AND THE COUNCILS OF COUNTY BOROUGH AND METROPOLITAN BOROUGH AND OF THE METROPOLITAN ASYLUMS BOARD, HELD AT THE COUNTY HALL, SPRING GARDENS, CHARING CROSS, ON THURSDAY 10th November, 1904.

Appendix
XXXIII.

- (1) (a) That this Conference of urban and sanitary authorities of England and Wales recognises the increasing amount of habitual vagrancy as the cause of wide-spread and disastrous consequences to the public health, and is of opinion that much more effective measures than are at present adopted should be taken for preventing the spread of infectious disease by vagrants, and for effectually dealing with this great and growing danger.
- (b) That the evil can only be met by conferring further powers upon the local authorities, viz: the sanitary authority, the board of guardians, and the magistracy.
- (2) That means should be provided for the detention and isolation of any vagrant found wandering in a public place, if reasonably suspected of being liable to convey infectious disease.
- (3) That this Conference is of opinion that it is desirable that
- (a) Parliamentary powers should be sought for the compulsory vaccination and re-vaccination of all vagrants unable to produce proof of being sufficiently protected against smallpox on entering casual wards or common lodging-houses, who, in the opinion of the sanitary authority, have been exposed to the infection of smallpox, and also that sanitary authorities should have power to grant such compensation as they think necessary to persons vaccinated or re-vaccinated at their request who may be prevented on that account from work.
- (b) It should be an offence to withhold information or make false statements to the sanitary authority in carrying out its powers with respect to the disease.
- (4) That in order to deal effectually with the transmission of notifiable infectious disease by tramps, power should be given to county councils to enforce the existing laws in all cases where sanitary authorities in the county refuse or neglect to do so.
- (5) That the Local Government Board should obtain powers to secure weekly returns of all cases of infectious disease from all central authorities throughout the country, and circulate the same.
- (6) That it is desirable that in districts comprising groups of counties and county boroughs, intelligence bureaux should be established, to which information should be sent from sanitary authorities and workhouses in the district, of persons of the wandering class who have been exposed to the infection of smallpox; and that a printed copy of such information should be distributed from the bureau to every sanitary authority and board of guardians in the district, and that the expense of working the bureau should be met by contributions from the county councils and county boroughs forming the district.
- (7) That this Conference is of opinion that the port sanitary authorities should be authorised to take more stringent precautions to prevent the importation of disease by persons arriving by vessel at the ports who are suffering from smallpox, or who have been exposed to infection by that disease.
- (a) to medically examine the inmates;
- (b) to detain and isolate persons exposed to infection and to disinfect them and their clothes;
- (c) to temporarily close a common lodging-house in whole or in part, compensation to be given to the keeper of the house.
- (9) That the local authority should have power to order the keeper of a common lodging-house in which there has been infectious disease to refuse fresh admissions for such time as may be required by the authority.
- (10) That the local authority should be empowered to require medical examination and disinfection of all persons entering casual wards.
- (11) That the local sanitary authority should have power to require the removal and isolation of any inmate of a casual ward who may reasonably be suspected of being liable to convey infectious disease.
- (12) That the local authority should have full power to require the cleansing of the person and the disinfection of the clothes of any person in a casual ward, whether infected or exposed to infection.

Labour Bureaux.

- (13) (a) That the time has arrived when the Local Government Board should promote legislation for the establishment of labour bureaux in the areas of every county council and every county borough council.

(b) That this Conference is also of opinion that it is desirable that a national voluntary agency should be formed for assisting *bona fide* working men while travelling through the country in search of work, and that such agency should be worked on the same lines as the Inter-Cantonal Union of Switzerland for the relief of poor travellers.

- (14) That the unemployed travelling *bona fide* in search of work, not being habitual vagrants, should not be treated as vagrants, but as far as possible be assisted to obtain employment.

Labour Colonies.

- (15) That the time has arrived when the Local Government Board should promote legislation for the establishment of labour colonies for the compulsory detention of habitual vagrants until they have acquired power to work and self restraint.

- (16) That this Conference approves and affirms the resolutions passed by the executive council of the Association of Poor Law Unions in England and Wales at their meeting in September, 1903, as follows:—

(a) That boards of guardians should be grouped in suitable areas to provide labour colonies for vagrants.

(b) That such colonies should be established and governed by the joint committees of the boards of guardians of the unions in the said areas.

(c) That habitual vagrants should be sent to such labour colonies by magistrates.

(d) That the expenses of each colony should be spread over the unions in the areas served by such colonies.

Children of Vagrants.

- (17) That the powers of the Poor Law guardians under the Poor Law Acts of 1889 and 1899 to assume and

Common Lodging-houses and Casual Wards.

- (8) That the local authority should have increased control over common lodging-houses, their keepers and occupants. Thus the local authority should have power—

exercise, in certain circumstances, parental rights over the children of pauper parents, should be extended so as to confer similar rights over the children of habitual vagrants.

Generally.

(18) That, in order to give practical effect to the foregoing resolutions, this Conference is in favour of uniting with the County Councils Association, the Association of Municipal Corporations, the Association of Metropolitan Borough Councils, the Magistracy, and the Association of Poor Law Unions of England and Wales for the following purposes, viz:—(a) To enlist the sympathy and co-operation of Members of Parliament; (b) to appoint representatives to wait on the Local Government Board; (c) to give evidence before the Inter-Departmental Committee of the Government on the Vagrancy question; (d) to take such other measures as may be thought desirable in support of the resolutions arrived at by the Conference.

That a Committee be appointed to give effect to this resolution.

That the Committee do consist of the under-mentioned members:—

For the County Councils:—

Mr. Henry Jephson (London County Council).

Mr. Thomas Carrick (Northumberland County Council).

Dr. Barwise (Medical Officer of Health, Derbyshire County Council).

Mr. Willis Bund (Worcestershire County Council).

For the County Borough Councils:—

Alderman Newton (Newcastle-on-Tyne).

Dr. Armstrong (Medical Officer of Health, Newcastle-on-Tyne).

Mr. William Roberts (Liverpool).

Alderman McDougall (Manchester).

Dr. Cameron (Medical Officer of Health, Leeds).

Mr. H. Robinson (Hull).

Dr. Davies (Medical Officer of Health, Bristol).

For the City Corporation and the Metropolitan Borough Councils:—

Dr. Collingridge (Medical Officer of Health, City of London).

The Rev. J. H. Anderson (Wandsworth).

Mr. R. M. Beaton (Member of the London County Council and of the St. Pancras Metropolitan Borough Council).

Dr. Dudfield (Medical Officer of Health, Paddington).

And that they have power to add to their number.

(19) That the best thanks of the Conference be accorded to the Chairman for his conduct in the Chair to-day.

2. CIRCULARS TO BOARDS OF GUARDIANS OUTSIDE LONDON WITH REFERENCE TO SMALL-POX IN
CASUAL WARDS.

LOCAL GOVERNMENT BOARD,
WHITEHALL, S.W.,
22nd January, 1902.

SIR,—I am directed by the Local Government Board to state that, in view of the outbreak of small-pox, they think it desirable to draw the attention of the guardians to the circular letters addressed to them by the Board on the 13th of February, 1893, and the 30th July, 1895.

In those letters the Board stated as follows:—

“There is no doubt that there is considerable risk of small-pox being spread by means of casual paupers, and the Board trust that the guardians and their officers will take such measures as will tend as far as possible to diminish this danger.

“The regulations of the Board relative to the relief of casual paupers, which were issued on the 18th December, 1882, by Article 13, provide that in the event of any casual pauper being ill, the master of the workhouse, or the superintendent of the casual wards, shall, as soon as practicable, obtain the attendance of the medical officer, who shall give directions as to the treatment of such pauper. The Board consider it a matter of great importance that the attention of the medical officer should be at once called to any casual pauper who may complain of illness, or who, in the absence of complaint, may present any suspicious symptoms; and they request that the guardians will be so good as to give such instructions to the master of the workhouse or superintendent of the casual wards as will ensure that this shall be done, and that the greatest vigilance may be exercised to check the discharge of persons who are likely to be suffering from small-pox, or, being convalescent, may still be a source of danger to others.

“The regulations of the Board contemplate that under ordinary circumstances a casual pauper when ill shall be removed to the workhouse; but the guardians will realize that, as a general rule, patients suffering from small-pox cannot be retained on the workhouse premises without very serious risk of the spread of the disease.

“The sanitary authorities are expressly empowered by section 131 of the Public Health Act to provide hospital accommodation for the isolation of persons suffering from dangerous infectious disease, and when the sanitary authority have provided a hospital suitable for the reception of small-pox cases, the Board consider that the guardians should, if possible, arrange beforehand with the sanitary authority for the reception into such hospital, when necessary, of any persons suffering from small-pox for whom relief is required.

“The Board are advised that, as a general rule, only circumstances of grave urgency justify the admission or retention of a small-pox case in a workhouse. The guardians, when there is no hospital already provided by the sanitary authority affording suitable accommodation, should immediately consider, in concert with the medical officer of health, what other provision for the due isolation of patients is practicable.

“The Board must, at the same time, observe that when a case of small-pox occurs, whether in the casual wards or in the workhouse, and indeed in times of small-pox prevalence generally, it is, in the opinion of the Board, of the greatest importance that measures should at once be taken to secure, as far as practicable, vaccination or re-vaccination of the other inmates, so far as the medical officer may consider needful. Care should especially be taken that the nurses and other persons employed to attend upon the patients or brought into personal contact with them, should be such as have, within a sufficiently recent period, been either successfully re-vaccinated or had small-pox; or, when there is a difficulty in securing this, that such persons should at once be re-vaccinated as a protection against the disease.

“The Board request that, whenever there is an occurrence of small-pox or any other dangerous infectious disease in a workhouse, including any case occurring in the casual wards, the fact may be immediately reported to them by the medical officer, with a statement showing

for each case the date of attack and source of infection, as far as may be known. The medical officer should also state what provision has been made for preventing the spread of the disease among the inmates, and for the isolation and nursing of the patients, and whether he is satisfied of the sufficiency of such provision. In the case of small-pox occurring the medical officer should fully inform the Board of such measures as may be taken in regard to vaccination and re-vaccination.” This Report should be made in addition to the immediate notification of the case to the Medical Officer of Health.

I am directed to request that the guardians will be good enough to place a copy of this circular in the hands of the medical officer and the master of the workhouse, and also of the superintendent of the casual wards where they are separate.

I am, Sir,
Your obedient Servant.
S. B. PROVIS.
Secretary.

The Clerk to the Guardians.

LOCAL GOVERNMENT BOARD,
WHITEHALL, S.W.,
9th February, 1903.

SIR,—I am directed by the Local Government Board to state that representations have been made to them on the subject of the spread of small-pox by tramps. It is urged on the Board that the present diffusion of the disease is largely due to infection conveyed from place to place by persons of the vagrant class.

The danger to the public health arising from this cause appears to the Board to be a matter of serious importance, and they think it very desirable that there should be uniformity on the part of Boards of Guardians in dealing with it. In this connection the Board may refer to their circular letter of the 22nd January, 1902, a copy of which is enclosed, and they would impress upon the guardians the urgent necessity of securing, as far as possible, the vaccination and re-vaccination of all vagrants relieved.

The Board understand that in some cases guardians have been in doubt as to whether they could pay for the vaccination of vagrants who failed to present themselves for subsequent inspection, and the Board direct me to state that it seems to them that in such cases payment can be made under Section 28 of the Vaccination Act, 1867 (30 & 31 Vict., c. 84), although it may not be practicable that the result of the operation should be ascertained. When the public vaccinator vaccinates or re-vaccinates any casual pauper, he should enter in his vaccination register the name of such pauper and, where he has not ascertained the result, he should make a note in Column 16 explaining the circumstances of the case.

The Board would also point out that, after the operation, the vagrant should be deemed under medical care and dieted accordingly, and he might properly be relieved from work. If necessary, he should be dealt with under Article 13 of the General Order of 18th December, 1882, as to casual paupers.

When a vagrant comes into a casual ward whilst under the effects of vaccination, although the operation has not been performed in the ward, he should be treated in the same way.

It appears to the Board that there would be considerable advantage if there were a systematic daily medical inspection of the inmates of casual wards.

The Board request that this matter may receive the immediate consideration of the guardians, and that they will be good enough to place a copy of this circular in the hands of the medical officer and the master of the workhouse, and also of the superintendent of the casual wards. Copies are enclosed for this purpose.

I am, Sir,
Your obedient Servant,
S. B. PROVIS.
Secretary.

The Clerk to the Guardians.

Note.—On 19th October, 1901, a circular was addressed to boards of guardians in the Metropolis to the effect of the above circular of 22nd January, 1902.

APPENDIX XXXIV.

Appendix
XXXIV.

GIPSIES.

(Memorandum prepared by the Home Office.)

The present law contains no trace of the severe provisions which were enacted to deal with gipsies soon after their immigration into this country in the sixteenth century. Three Acts were passed in the reigns of Henry VIII., Philip and Mary, and Elizabeth. The effect of the first two Acts (22 Henry VIII., c.10; 1-2 Philip and Mary, c.4) was briefly this:—Gipsies were forbidden to enter the country and the person who imported them was liable to a heavy fine. If a gipsy remained in the country for more than a month he became liable to be adjudged and suffer death as a felon. The effect of the third Act (5 Eliz., c. 20) was to extend the penalties of the previous Acts to "all persons who are of the company of such vagabonds" or "counterfeit their speech and behaviour." These statutes, however, appear to have fallen speedily into disuse, although they were not formally repealed until a comparatively late date (23 Geo. III., c. 51; 1 Geo IV., c. 116; 19 & 20 Vict., c. 64). The provisions of the Vagrancy Acts under which until 1824 "all persons pretending to be gipsies or wandering in the habit or form of Egyptians" were classed as rogues and vagabonds, probably offered a sufficient means of dealing with them.

At the present time the statutory provisions affecting gipsies or van-dwellers specifically are but few in number:—

The Vagrancy Act, 1824, provides that "every person wandering abroad and lodging..... in the open air or under a tent, or in any cart or waggon, not having any visible means of subsistence and not giving a good account of himself" and "every person pretending or professing to tell fortunes....." shall be deemed to be a rogue and a vagabond; and such person can be dealt with in the manner prescribed by that Act.

The Highways Act, 1835 (5 & 6 Will. IV., c. 50, s. 72), imposes a penalty on any gipsy who pitches any booth, tent, stall, or stand, or encamps upon any part of the highway; and also provides (s. 76) that any waggon used on the highway shall bear the name and place of abode of the owner in letters, white upon black or black upon white, not less than one inch in height. This latter provision, of course, applies alike to waggons of any description.

In 1885 gipsy vans and tents were first brought within the sanitary laws by the Housing of the Working Classes Act of that year (48 & 49 Vict., c. 72). Section 9 (1) of that Act provides that a tent, van, shed, or similar structure used for human habitation, which is in such a state as to be a nuisance or injurious to health or overcrowded, shall be deemed to be a nuisance within section 91 of the Public Health Act, 1875. This enables a local authority on information given to serve a notice on the occupier of the van to abate the nuisance, and if such notice is not complied with to make application to the court for an Order. Section 9 (2) further enables a sanitary authority to make bye-laws for "promoting cleanliness in and the habitable condition of tents, vans, sheds and similar structures used for human habitation, and for preventing the spread of infectious disease by the persons inhabiting the same, and generally for the prevention of nuisances in connection with the same." The bye-laws made for districts within the Metropolis were to be confirmed by the Secretary of State, but since the Public Health (London) Act, 1891, the Local Government Board is the confirming authority for the whole of England and Wales. Model bye-laws have been issued by the Local Government Board (see page 176).

In addition to the powers given by the Act of 1885, a local authority can apply for an injunction to restrain the letting of land for the purposes of a gipsy encampment if it can be shown that such occupation is dangerous to the health of the neighbourhood (see *Attorney General v. Stone*, 1895, 60 J.P. 168).

It may also be noted that the Infectious Disease (Notification) Act, 1889, applies to vans as to other buildings (s.13).

Complaints have from time to time been received by the Home Office as to the nuisance caused by the presence of gipsies in particular localities and the need for further restrictive provisions. These complaints have come chiefly from Metropolitan and neighbouring districts. Representations as to the nuisance and danger to health

caused by gipsy encampments on pieces of vacant ground in crowded areas have come from certain thickly-populated districts, especially in the East of London; while from the semi-urban districts lying further out complaints of numerous acts of damage, theft, intimidation, indecency, etc., have been received. In 1889 bye-laws were proposed by the town council of West Ham under the power to make bye-laws "for good rule and government and for the prevention of nuisances," to deal with the nuisance caused by the occupation of a piece of vacant land in a crowded area, and were allowed to come into force; and similar bye-laws were shortly after allowed in some other thickly-populated districts of the Metropolitan area.

The following was the latest form of the byelaws allowed:—

"1. An owner of land shall not cause or suffer any such land within two hundred yards of any highway or street or of any dwelling-house to be occupied so as to cause annoyance, injury, or disturbance to residents in the neighbourhood, by any tent-dweller, squatter, gipsy, or any other person dwelling in a tent or van or other similar structure.

2. A tent-dweller, squatter, gipsy or other person shall not use as a dwelling-place, so as to cause annoyance, injury, or disturbance to residents in the neighbourhood, any tent or van or other similar structure placed on any land situated within two hundred yards of any highway or street or of any dwelling-place.

Provided that nothing in these bye-laws shall apply to tents, vans, and similar structures, used for the accommodation of preachers, lecturers, and persons holding public meetings."

Subsequently, however, (from 1894 onwards) proposals for the further extension of these bye-laws were refused. It was felt that on the grounds of their undue restriction of the use of private property and of the vague and uncertain character of some of their provisions, the validity of the bye-laws was very questionable, and that in their working they were open to objection. The effect of such bye-laws, if enforced, would extend far beyond the mere prohibition of a nuisance and would prevent gipsies from encamping anywhere in the areas to which they applied; and, further, instead of remedying the nuisance which was caused, would simply transfer it to other districts. So far as any nuisance caused was of a sanitary character, the proper course appeared to be for the local authority to put in force its powers under the Housing of the Working Classes Act, 1885; and as the case of *Attorney General v. Stone* already referred to shows, the court will in proper cases grant an injunction restraining the owner of the land altogether from allowing it to be used by gipsies for the purpose of encampment. So far as acts of theft, damage, intimidation, etc., form the subject of complaint, these are already offences summarily punishable under the existing law. It is true that the offences may be harder to detect and punish in the case of a vagrant population, but there is no reason to suppose that they cannot be met by a vigorous enforcement of the provisions of the law.

It may be noted here that in some cases in recent years local authorities have applied to Parliament in Private Bills for special powers of dealing with gipsies. These proposals have in each case (e.g. in the East Ham Corporation Bill, 1903, the Acton Improvement Bill, 1904, etc.) been rejected by the Police and Sanitary Committee to whom they were referred, on the ground that the local authorities had not used their existing powers, and of the insufficiency of the evidence of nuisances caused.

Legislation with regard to van-dwellers on the lines of the Canal Boats Acts was proposed by a private member in the Temporary Dwellings Bill of 1887, which provided for the registration of vans, etc., and for the education of the children of van-dwellers. The Bill passed through a Select Committee of the House of Commons, but it met with opposition and was finally withdrawn.

APPENDIX XXXV.

BYELAWS.

1. MODEL BYELAWS ISSUED BY THE LOCAL GOVERNMENT BOARD WITH RESPECT TO COMMON LODGING-HOUSES.

Memorandum.

By Section 80 of the Public Health Act, 1875 (38 & 39 Vict. c. 55), it is enacted that "Every Local Authority shall, from time to time, make byelaws:—

"(1.) For fixing and, from time to time, varying the number of lodgers who may be received into a common lodging-house, and for the separation of the sexes therein; and

"(2.) For promoting cleanliness and ventilation in such houses; and

"(3.) For the giving of notices and the taking precautions in the case of any infectious disease; and

"(4.) Generally, for the well-ordering of such houses."

The terms of the above-quoted enactment indicate, with sufficient clearness, the scope of the byelaws which the Local Authority are empowered to make for the regulation of common lodging-houses.

Independently of the byelaws authorised by Section 80, the Public Health Act, 1875, confers upon the Local Authority powers which, if duly exercised, will enable them to secure compliance with various requirements of essential importance in relation to the public health.

In illustration of the nature and extent of the control which, either by means of byelaws or by the operation of the express provisions of the Public Health Act, 1875, the Local Authority may exercise over common lodging-houses, and in anticipation of questions which may arise in connection with this branch of sanitary administration, it may here be convenient to append a few observations.

By Section 89 it is provided that for the purposes of the Act "the expression 'common lodging-house' includes in any case in which only part of a house is used as a common lodging-house the part so used of such house." The Act, however, contains no exact definition of a "common lodging-house"; and in cases where doubts may be suggested as to whether any particular house or part of a house is or is not comprehended in that designation, it will probably be found useful to refer to the opinion of the law officers of the Crown which was communicated to the several Local Boards by the circular of the General Board of Health, dated the 17th of October, 1853.

From that circular it appears that the law officers, when consulted as to the meaning of the expression "common lodging-house" in the 14 & 15 Vict. c. 28, advised as follows:—

"It may be difficult to give a precise definition of the term 'common lodging-house,' but looking to the preamble and general provisions of the Act, it appears to us to have reference to that class of lodging-houses in which persons of the poorer class are received for short periods, and though strangers to one another are allowed to inhabit one common room. We are of opinion that it does not include hotels, inns, public houses or lodgings let to the upper and middle classes."

By that part of the above definition which refers to the persons inhabiting a common lodging-house being "strangers to one another," the law officers in a second opinion explained that their "obvious intention was to distinguish lodgers promiscuously brought together from members of one family or household."

In reply to the question, whether lodging-houses, otherwise coming within the definition but let for a week or longer period, would, from the latter circumstance, be excluded from the operation of the Act, the law officers observed:—"We are of opinion that the period of letting is unimportant in determining whether a lodging-house comes under the Act now in question"

So far as the foregoing definition of a common lodging-house rests upon the basis of the habitation of a common room by lodgers who are strangers to one another in the sense of not being members of one family or household, it may be inferred that this characteristic equally distinguishes the common lodging-houses to which the Public Health Act, 1875, applies. Such an inference receives support from the terms of Section 87 which enacts that "in any proceedings under the provisions of this Act

relating to common lodging-houses, if the inmates of any house or part of a house allege that they are members of the same family the burden of proving such allegation shall lie on the persons making it."

In connection with these remarks reference may be made to the case of *Logsdon v. Booth* (81 L.T.R. 602, Q.B.D.).

With regard to the registration of common lodging-houses, in referring generally to the provisions of Sections 76-79 and to so much of Section 86 as renders liable to penalty any keeper of a common lodging-house who receives any lodger in such house without the same being registered under the Act, the Board would direct especial attention to an enactment in Section 78. By that section it is provided that "a house shall not be registered as a "common lodging-house until it has been inspected and approved for the purpose by some officer of the local authority."

To the thoroughness of this inspection much importance should be attached. It is essential that in all structural details the fitness of the premises should be carefully ascertained before the house is placed upon the register.

The rules which should guide the inspecting officer in his examination of the premises may be thus briefly indicated:—

The house should (1) possess the conditions of wholesomeness needed for dwelling houses in general; and (2) it should further have arrangements fitting it for its special purpose of receiving a given number of lodgers.

(1.) The house should be dry in its foundations and have proper drainage, guttering, and spouting, with properly laid and substantial paving to any area or yard abutting on it. Its drains should have their connections properly made, and they should be trapped, where necessary, and adequately ventilated. Except the soil pipe from a properly trapped water-closet, there should be no direct communication of the drains with the interior of the house. All waste pipes from sinks, basins, and cisterns should discharge in the open air over gullies outside the house. The soil pipe should always be efficiently ventilated. The closets or privies and the refuse receptacles of the house should be in proper situations, of proper construction and adapted to any scavenging arrangements that may be in force in the district. The house should have a water supply of good quality, and if the water be stored in cisterns they should be conveniently placed and of proper construction to prevent any fouling of water. The walls, roof, and floors of the house should be in good repair. Inside walls should not be papered. The rooms and staircases should possess the means of complete ventilation; windows being of adequate size, able to be opened to their full extent, or if, sash windows, both at top and bottom. Any room proposed for registration that has not a chimney should be furnished with a special ventilating opening or shaft, but a room not having a window to the outer air, even if it have special means of ventilation, can seldom be proper for registration.

(2.) The numbers for which the house and each sleeping room may be registered will depend, partly upon the dimensions of the rooms and their facilities for ventilation and partly upon the amount of accommodation of other kinds. In rooms of ordinary construction to be used for sleeping, where there are the usual means of ventilation by windows and chimneys, about 300 cubic feet will be a proper standard of space to secure to each person; but in many rooms it will be right to appoint a larger space, and this can only be determined on inspection of the particular room. The house should possess kitchen and dayroom accommodation apart from its bedrooms, and the sufficiency of this will have to be attended to. Rooms that are partially underground may not be improper for dayrooms, but should not

be registered for use as bedrooms. The amount of water supply, closet or privy accommodation, and the provision of refuse receptacles should be proportionate to the numbers for which the house is to be registered. If the water is not supplied from works with constant service, a quantity should be secured for daily use on a scale, per registered inmate, of not less than ten gallons a day where there are water-closets, or five gallons a day where there are dry-closets. For every twenty registered lodgers a separate closet or privy should be required. The washing accommodation should, wherever practicable, be in a special place and not be in the bedrooms; and the basins for personal washing should be fixed and have water-taps and discharge pipes connected with them.

Arrangements for the supply by the local authority of placards such as are mentioned in the byelaws numbered 24 and 25 in the model series may be suggested as conducive to the well-ordering of common lodging-houses.

S. B. PROVIS (*Secretary*).

Local Government Board,
20th November, 1901.

MODEL BYELAWS.

BYELAWS made by the*
with respect to COMMON LODGING-HOUSES in the†

- For fixing and from time to time varying the number of lodgers who may be received into a common lodging house, and for the separation of the sexes therein; and
- For promoting cleanliness and ventilation in such houses; and
- For the giving of notices and the taking precautions in the case of any infectious disease; and
- Generally for the well ordering of such houses.

- 1. Throughout these byelaws the expression "the Council" means the*
- 2. A keeper of a common lodging-house shall not, at any one time, receive, or cause or suffer to be received into such house, or into any room therein, a greater number of lodgers than shall be fixed by the Council as the maximum number of lodgers authorised to be received into such house, or into such room, and shall be specified in a notice in writing, according to the form hereinafter prescribed, which shall be duly served upon or delivered to such keeper, and shall continue in force until in pursuance of the provisions of the byelaw in that behalf, the number so fixed and specified shall be varied by the Council.

Form of Notice.

To
WHEREAS, in pursuance of the statutory provision in that behalf, you have been duly registered by the‡
as the keeper of a
common lodging-house, situated at , in
the§ :
Now I, , clerk to the said Council,
do hereby give you notice that, in the exercise of the powers conferred upon them in that behalf, the said Council have fixed as the maximum number of lodgers authorised to be received at any one time into such house, and into the several rooms therein, the number specified in respect of such house and of each of such rooms in the Schedule hereunto appended.

SCHEDULE.

Borough [or Urban (or Rural) District] of :
Common lodging-house situated at :
Name of keeper :
The maximum number of lodgers authorised to be received at any one time into this house is
The maximum number of lodgers authorised to be

received at any one time into each of the several rooms in this house is the number specified in respect of such room in the appropriate column of the following table :—

-----	Description or number of room.	Dimensions or cubical contents of room.	Maximum number of lodgers.
Ground storey.			
First storey.			
Second storey.			
Topmost storey.			

For the purposes of this notice every two children under the age of ten years may be counted as one lodger.

Witness my hand this day of 190 .

Town Clerk (or Clerk to the Council).

3. A keeper of a common lodging-house, in any case where the Council may, from time to time, determine that it is expedient to vary the number fixed by them as the maximum number of lodgers authorised to be received into such house, or into any room therein, and may, from time to time, for the purpose of such variation cause to be duly served upon or delivered to such keeper a notice in writing according to the form hereinafter prescribed, shall not, at any one time, after any such notice shall have been duly served upon or delivered to him, and after the date specified in such notice, and until, in pursuance of the provisions of this byelaw, the number specified in such notice shall be further varied, receive, or cause or suffer to be received into such house, or into any room therein, a greater number of lodgers than shall be specified in such notice as the maximum number of lodgers authorised to be received into such house, or into such room.

Form of Notice.

To of
WHEREAS, in pursuance of the statutory provision in that behalf, you have been duly registered by the‡
, as the keeper of a common
lodging-house, situated at , in the†
And whereas the said Council have determined that it is expedient to vary the number heretofore fixed by them as the maximum number of lodgers authorised to be received at any one time into such house and into the several rooms therein :

Now I, , clerk of the said Council,
do hereby give you notice that from and after the
day of , the maximum number of
lodgers authorised to be received at any one time into
such house and into the several rooms therein shall be
the number specified in respect of such house and of each
of such rooms in the Schedule hereunto appended.

SCHEDULE.

Borough [or Urban (or Rural) District] of
Common lodging-house situated at
Name of keeper
The maximum number of lodgers authorised to be received at any one time into this house is

* "Mayor, Aldermen, and Burgesses of the Borough of (or Rural) District Council of " ; as the case may be.
† Insert name of borough or urban or rural district, as the case may be.
‡ "Town Council of the Borough of " ; or "Urban (or Rural) District Council of " ; as the case may be.
§ Insert name of borough or urban or rural district, as the case may be.
|| "Town Council of the Borough of " ; or "Urban (or Rural) District Council of " ; as the case may be.

Appendix
XXXV.

The maximum number of lodgers authorised to be received at any one time into each of the several rooms in this house is the number specified in respect of such room in the appropriate column of the following table :

	Description or number of room.	Dimensions or cubical contents of room.	Maximum number of lodgers.
Ground storey.			
First storey.			
Second storey.			
Topmost storey.			

For the purposes of this notice every two children under the age of *ten years* may be counted as one lodger.

Witness my hand this day of 190 .

Town Clerk (or Clerk to the Council).

4. A keeper of a common lodging-house shall not, except in such cases as are herein-after specified, cause or suffer any person of the male sex above the age of *ten years* to use or occupy any room which may be used or occupied as a sleeping apartment by persons of the female sex.

Such keeper shall not, except in such cases as are hereinafter specified, cause or suffer any person of the female sex to use or occupy any room which may be used or occupied as a sleeping apartment by persons of the male sex above the age of *ten years* :

Provided that this byelaw shall not be taken to prohibit the use and occupation by a husband and wife of any room which may not be used or occupied by any other person of either sex above the age of *ten years*, or which may be used, in accordance with the provisions of the byelaw in that behalf, as a sleeping apartment for two or more married couples.

5. Every keeper of a common lodging-house shall cause every room therein which may be appointed for use and occupation as a sleeping apartment by two or more married couples to be so furnished or fitted that every bed, when in use and occupation, shall be effectually screened from the view of any occupant of any other bed, by means of a partition of wood or other solid material which shall be constructed and fixed or placed so as to allow adequate means of access to the bed which such partition is intended to screen, and so as to extend upwards throughout the whole length and breadth of such bed to a sufficient height above such bed, and downwards to a distance of not more than *six inches* above the level of the floor.

6. Every keeper of a common lodging-house shall cause every yard, area, forecourt, or other open space within the curtilage of the premises to be maintained at all times in good order, and to be thoroughly cleansed, from time to time, as often as may be reasonably necessary for the purpose of keeping such yard, area, forecourt, or other open space in a clean and wholesome condition.

7. Every keeper of a common lodging-house shall cause the floor of every room or passage and every stair in such house to be thoroughly swept once at least in every day, before the hour of *ten* in the forenoon, and to be thoroughly washed once at least in every week.

8. Every keeper of a common lodging-house shall cause every window, every fixture or fitting of wood, stone, or metal, and every painted surface in such house to be thoroughly cleansed, from time to time, as often as shall be requisite.

9. Every keeper of a common lodging-house shall cause all bed-clothes and bedding, and every bedstead used in such house, to be thoroughly cleansed, from time to time, as often as shall be requisite for the purpose of keeping such bed-clothes, bedding, and bedstead in a clean and wholesome condition.

10. Every keeper of a common lodging-house shall for the use of the lodgers received into such house, cause to be provided a sufficient number of basins or other receptacles for water, of adequate capacity and suitably placed, and a sufficient supply of water and a sufficient number of towels for use in connexion with such basins or other receptacles. He shall cause such basins or receptacles to be kept clean and in good order and the supply of towels to be renewed, from time to time, as often as may be requisite.

11. Every keeper of a common lodging-house shall cause all solid or liquid filth or refuse to be removed once at least in every day before the hour of *ten* in the forenoon from every room in such house, and shall once at least in every day cause every vessel, utensil, or other receptacle for such filth or refuse to be thoroughly cleansed.

12. Every keeper of a common lodging-house shall cause the seat, floor, and walls of every watercloset, earthcloset, or privy belonging to such house to be thoroughly cleansed, from time to time, as often as may be necessary for the purpose of keeping such seat, floor, and walls in a clean and wholesome condition.

13. Every keeper of a common lodging-house shall cause every part of the structure of every watercloset belonging to such house to be maintained at all times in good order, and every part of the apparatus of such water-closet and every drain or means of drainage with which such watercloset may communicate, to be maintained at all times in good order and efficient action.

14. Every keeper of a common lodging-house shall cause every earthcloset or privy belonging to such house, and every receptacle for filth provided or used in or in connection with such earth closet or privy, to be maintained at all times in good order and in a wholesome condition.

He shall cause all such means or apparatus as may be provided or used in or in connection with such earthcloset or privy and such receptacle, for the frequent and effectual application of dry earth or other deodorising substance to any filth deposited in such receptacle, to be maintained at all times in good order and efficient action.

He shall cause a sufficient supply of such dry earth or other deodorising substance to be from time to time provided for use in such earth closet, privy or receptacle for filth, and shall cause such dry earth or other deodorising substance to be frequently and effectually applied to such filth, or he shall cause such dry earth or other deodorising substance as may, from time to time, be supplied to such house, in pursuance of the statutory provision in that behalf, by the Council or by any person with whom they may contract for the purpose to be frequently and effectually applied to such filth.

15. Every keeper of a common lodging-house shall cause every ashpit belonging to such house to be maintained at all times in good order and in a wholesome condition.

He shall not cause or suffer any filth or wet refuse to be thrown into any ashpit constructed and adapted for use only as a receptacle for ashes, dust, and dry refuse.

16. Every keeper of a common lodging-house shall cause all such means of ventilation as may be provided in or in connection with any room or passage in such house and in or in connection with any water closet, earthcloset, or privy belonging to such house, to be maintained at all times in good order and efficient action.

17. Every keeper of a common lodging-house shall, except in such cases as are hereinafter specified, cause every window in every room in such house which may be appointed for use and occupation as a sleeping apartment to be opened and to be kept fully open for one *hour* at least in the forenoon, and for one *hour* at least in the afternoon of every day :

Provided that such keeper shall not be required, in pursuance of this byelaw, to cause any such window to

be opened or to be kept open at any time when the state of the weather is such as to render it necessary that the window should be closed, or when any bed in such room may be occupied by any lodger in consequence of sickness or of other sufficient cause.

18. Every keeper of a common lodging-house shall cause the bed-clothes of every bed in such house to be removed from such bed as soon as conveniently may be after such bed shall have been vacated by any lodger, and shall cause all such bed-clothes and the bed from which such bed-clothes may have been removed to be freely exposed to the air for *one hour* at least in the forenoon or for *one hour* at least in the afternoon of every day.

19. Every keeper of a common lodging-house, immediately after he shall have been informed or shall have ascertained that any lodger in such house is ill of any infectious disease, shall adopt all such precautions as may be necessary to prevent the spread of such infectious disease.

Such keeper shall not, at any time while such lodger is suffering from such infectious disease, cause or allow any other person except the wife or any other relative of such lodger, or except a person voluntarily in attendance on such lodger, to use or occupy the same room as such lodger.

Where in pursuance of the statutory provision in that behalf, the Council may order the removal of such lodger to a hospital or other place for the reception of the sick, such keeper, on being informed of such order, shall forthwith take all such steps as may be requisite on his part to secure the safe and prompt removal of such lodger in compliance with the order of the Council, and shall, in and about such removal, adopt all such precautions as, in accordance with any instructions which he may receive from the medical officer of health, may be most suitable for the circumstances of the case.

Where, in consequence of the illness of such lodger, there may be reasonable grounds for apprehending the spread of infection through the admission of lodgers to any room or rooms in such house or through the admission to such room or rooms of the maximum number of lodgers authorised to be received therein, such keeper, after being furnished with the necessary instructions from the medical officer of health, and until the grounds for apprehending the spread of infection shall have been removed, shall cease to receive any lodger in such room or rooms or shall receive therein such number of lodgers, being less than the maximum number, as the exigencies of the case may require.

Such keeper shall, immediately after the death, removal or recovery of any lodger who may have been ill of any infectious disease, give written notice thereof to the medical officer of health, and shall, as soon as conveniently may be, cause every part of the room which may have been occupied by such lodger to be thoroughly cleansed and disinfected, and shall also cause every article in such room which may be liable to retain infection to be in like manner cleansed and disinfected unless the Council shall have ordered the same to be destroyed.

He shall comply with all instructions of the medical officer of health as to the proper cleansing and disinfection of the room and articles.

When the same shall have been thoroughly cleansed and disinfected in accordance with such instructions, he shall give written notice thereof to the medical officer of health; and, until two days from the giving of such notice shall have elapsed, and unless and until by such

cleansing and disinfection the necessary precautions for preventing the spread of disease shall have been duly taken, such keeper shall not cause or suffer any other lodger to be received into the room which, in the case hereinbefore specified, may have been exposed to infection.

20. A keeper of a common lodging-house shall not, at any time, cause or suffer any room which may be appointed for use as a kitchen or scullery to be used or occupied as a sleeping apartment.

21. A keeper of a common lodging-house shall not cause or suffer any bed in any room which may be used as a sleeping apartment by persons of the male sex above the age of *ten years*, to be occupied at any one time by more than one such person.

22. A keeper of a common lodging-house shall not cause or suffer any lodger to occupy any bed in such house at any time within the period of *eight hours* after such bed shall have been vacated by the last preceding occupant thereof.

23. Every keeper of a common lodging-house shall cause every room in such house, which may be appointed for use and occupation as a sleeping apartment, to be furnished with such number of beds and bedsteads, and with such a supply of bedclothes and of necessary utensils as may be sufficient for the requirements of the number of lodgers received into such room.

24. Every keeper of a common lodging-house, on receiving from the council a notice or placard wherein shall be stated the description or number of the room to which such notice or placard may apply, and the maximum number of lodgers authorised to be received at any one time in such room, shall put up or affix and continue such notice or placard in a suitable and conspicuous position in such room, and in such a manner that the words and figures in such notice or placard may be clearly and distinctly visible and legible.

He shall not, at any time, wilfully conceal, deface, alter, or obliterate any letter or figure in such notice or placard, or wilfully or carelessly injure or destroy such notice or placard.

25. Every keeper of a common lodging-house, on receiving from the Council, for the purpose of exhibition in such house or in any room therein, a copy or copies of any byelaw or byelaws for the time being in force with respect to common lodging-houses, shall put up or affix and continue such copy or copies in a suitable and conspicuous position in such house, or in such room, and in such a manner that the contents of such copies or copy may be clearly and distinctly visible and legible.

He shall not, at any time, wilfully conceal, deface, alter, or obliterate any part of the contents of such copy or copies, or wilfully or carelessly injure or destroy such copy or copies.

26. Every keeper of a common lodging-house who shall offend against any of the foregoing byelaws shall be liable for every such offence to a penalty of *Five Pounds*, and in the case of a continuing offence to a further penalty of *Forty Shillings* for each day after written notice of the offence from the Council:

Provided nevertheless, that the justices or court before whom any complaint may be made or any proceedings may be taken in respect of any such offence may, if they think fit, adjudge the payment, as a penalty, of any sum less than the full amount of the penalty imposed by this byelaw.

2. BYELAWS MADE BY THE LONDON COUNTY COUNCIL IN RESPECT OF COMMON LODGING-HOUSES.

Appendix
XXXV.

The London County Council (General Powers) Act, 1902,
provides—

Section 53 (2)—The Council may make by-laws—

(a) For fixing and from time to time varying the number of lodgers who may be received into a common lodging-house, and for the separation of the sexes therein; and

(b) For promoting cleanliness and ventilation in such houses; and

(c) For the giving of notices and the taking precautions in the case of any infectious disease; and

(d) Generally for the well-ordering of such houses.

*BYELAWS

Made by the London County Council under Sec. 53 (2) of the London County Council (General Powers) Act, 1902, in respect of Common Lodging-Houses within the County of London.

1. In these byelaws, unless the context otherwise requires—

The expression "keeper" means, until the first application for a licence in respect of a registered common lodging-house shall have been granted, the person registered as keeper thereof, and save as aforesaid means the person for the time being licensed to keep a common lodging-house.

The expression "Council" means the London County Council.

2. A keeper shall not at any one time receive or cause or suffer to be received into a common lodging-house, or into any room therein, a greater number of lodgers than shall be fixed by the Council and be specified in a notice according to the form in Schedule I. to these by-laws, which shall be duly served upon or delivered to such keeper, and shall continue in force until in pursuance of the provisions of the byelaw in that behalf the number so fixed and specified shall be varied by the Council.

3. The Council may in any case where they determine that it is expedient to vary the number of lodgers fixed by them to be received into a common lodging-house or into any room therein, from time to time cause to be duly served upon or delivered to the keeper of such house a notice according to the form in Schedule II. to these by-laws, and such keeper shall not at any one time after the date specified in such notice receive or cause or suffer to be received into such house or into any room therein a greater number of lodgers than shall be specified in such notice, and such notice shall continue in force until in pursuance of the provisions of this byelaw the number of lodgers so fixed and specified shall be further varied.

4. The keeper shall not permit any room in a common lodging-house not appointed for use as a sleeping apartment to be occupied or used as a sleeping apartment.

5. The keeper shall fix and keep in a conspicuous place and in such a manner that the contents may be clearly and distinctly visible and legible in each room appointed for use as a sleeping room in a common lodging-house a ticket to be supplied by the Council in the form prescribed in Schedule III. to these by-laws, and the keeper shall not at any time wilfully conceal, deface, alter, or obliterate any letters or figures on such ticket, or wilfully or carelessly injure or destroy such ticket.

6. Every keeper on receiving from the Council, for the purpose of exhibition in a common lodging-house or in any room therein, a copy or copies of any by-law or by-laws for the time being in force with respect to common lodging-houses, shall put up or affix and continue such copy or copies in a suitable and conspicuous place in such house, or in such room, and in such a manner that the contents of such copy or copies may be clearly and distinctly visible and legible, and the keeper shall not wilfully conceal, deface, alter or obliterate any part of the contents of such copy or copies of any by-law, or wilfully or carelessly injure or destroy such copy or copies.

7. For the purpose of determining the number of lodgers who may be received into any common lodging-house, or into any room therein, two children under six years of age shall be counted as one person.

8. The keeper shall not permit any room in a common lodging-house to be used as a sleeping apartment if the floor of such room is more than three feet below the surface of the footway of the adjoining street or of the ground adjoining or nearest to the room. Provided that this byelaw shall not preclude the keeper from continuing to use as a sleeping apartment any room so used with the sanction of the Council at the date when these by-laws came into operation in cases where—

(a) The room is in every part thereof at least seven feet high measured from the floor to the ceiling, and has at least three feet of its height above the surface of the street or ground adjoining or nearest to the room;

(b) Every wall of the room is constructed with a proper damp course, and, if in contact with the soil, is effectually secured against dampness from that soil;

(c) There is outside of and adjoining the room and extending along the entire frontage thereof and upwards from six inches below the level of the floor thereof an open area properly paved at least four feet wide in every part thereof;

(d) The said area and the soil immediately below the room are effectually drained;

(e) If the room has a hollow floor, the space beneath it is sufficiently ventilated to the outer air;

(f) Any drain passing under the room is properly constructed of a gas-tight pipe;

(g) The room is effectually secured against the rising of any effluvia or exhalation;

(h) The room is effectually ventilated;

(i) The room has a fireplace with a proper chimney or flue;

(j) The room has one or more windows opening directly into the external air with a total area clear of the sash frames equal to at least one-tenth of the floor area of the room, and so constructed that one-half at least of each window of the room can be opened, and the opening in each case extends to the top of the window.

9. The keeper shall not, except as hereinafter provided, receive as a lodger or lodgers any single man, except in such part of the common lodging-house as shall be appropriated exclusively to the use of men, or any single woman, except in such part of the house as shall be appropriated exclusively to the use of women, or any married couple, or parents with their children under ten years of age, except in such part of the house as shall be appropriated exclusively to the use of married couples, or parents with their children under ten years of age.

10. The keeper shall not, except in such cases as are hereinafter specified, cause or suffer any person of the male sex above the age of ten years to use or occupy any room which may be used or occupied as a sleeping apartment by persons of the female sex.

The keeper shall not, except in such cases as are hereinafter specified, cause or suffer any person of the female sex to use or occupy any room which may be used or occupied as a sleeping apartment by persons of the male sex above the age of ten years.

Provided that this by-law shall not be taken to prohibit the use and occupation by a husband and wife of any room which may not be used or occupied by any other person of either sex above the age of ten years, or which may be used in accordance with the provisions of the by-law in that behalf, as a sleeping apartment for two or more married couples.

11. The keeper shall, except as hereinafter provided, cause every room in a common lodging-house, which may be appointed for use and occupation as a sleeping apartment by two or more married couples, to be so furnished or fitted that every bed, when in use and occupation, shall be effectually screened from the view of any occupant of any other bed, by means of a partition of wood or other solid material, which shall be constructed and fixed or placed so as to allow adequate means of access to the bed which such partition is intended to screen, and so as to extend upwards throughout the whole length and breadth of such bed to a sufficient height above such bed and downwards to a distance of not more than six inches above the level of the floor, and each part thus partitioned off to

* The marginal notes do not form part of the byelaws.

Interpreta-
tion.Fixing of
number of
lodgers.Variation of
number of
lodgers.Sleeping
rooms.Tickets as to
number of
lodgers to be
exhibited.Byelaws to be
exhibited
and kept
undefaced.Two children
under six
years of age
to be counted
as one person.Use of under-
ground rooms
as sleeping
rooms.Separation of
the sexes.

contain a bed shall have on one of its sides the whole or part of a window opening directly into the external air; provided that if a common lodging-house lawfully used as such at the date of the confirmation of these byelaws cannot reasonably be made to comply forthwith with the foregoing provision as to windows, the said provision shall not apply to such house until the expiration of a period of five years from such date.

Cleansing
common
lodging-
houses.

12. A keeper shall, in the first week in the month of April and in the first week in the month of October, in every year, cause every part of a common lodging-house to be cleansed, and shall, at the same time, except in such cases as are hereinafter specified, cause every area, the interior surface of every ceiling and wall of every water-closet belonging to the premises, and the interior surface of every ceiling and wall of every room, staircase and passage in the house, to be thoroughly stopped, cleansed, and lime-washed or distempered. Provided that if any such interior surface is painted or covered with material which is such as to render the lime-washing thereof unsuitable or inexpedient, this byelaw shall be deemed to be satisfied, so long as such surface is thoroughly cleansed and the paint or other covering thereon is renewed, if such cleansing or renewal be necessary for the purpose of keeping the house in a cleanly and wholesome condition.

13. The keeper shall, as often as may be necessary to keep the same in a clean and wholesome state, cause all the rooms, passages, stairs, floors, windows, doors and walls of a common lodging-house to be thoroughly cleansed and freed from vermin, and shall also cause the floors of every room, passage and staircase, to be thoroughly swept daily before the hour of three in the afternoon, and to be well and sufficiently washed once in each week.

14. The keeper shall cause all the beds, bed-clothes, bedding, and bedsteads, used in a common lodging-house to be thoroughly cleansed as often as shall be requisite for the purpose of keeping such beds, bed-clothes, bedding, and bedsteads in a clean and wholesome condition and free from vermin.

15. The keeper shall cause all solid or liquid filth or refuse to be removed once at least in every day before the hour of eleven in the forenoon from every room in a common lodging-house and shall once at least in every day cause every vessel, utensil or other receptacle for such filth or refuse to be thoroughly cleansed.

16. The keeper shall cause every urinal, and the floors, walls, door, ceiling, seat and apparatus of every water closet belonging to a common lodging-house to be kept free from filth, and clean in all other respects.

Maintenance
of urinals,
water-closets
and drains in
proper condi-
tion of repair.

17. The keeper shall cause every part of the structure of every water-closet and urinal belonging to a common lodging-house to be maintained at all times in good order, and every part of the apparatus of such water-closet and urinal and every drain or means of drainage with which such water-closet or urinal may communicate to be maintained at all times in good order and efficient action.

Condition
and use of
dust recept-
acles.

18. The keeper shall cause every receptacle for dust, ashes and other house refuse, belonging to a common lodging-house to be maintained at all times in good order and in a wholesome condition, and shall not cause or suffer any filth or liquid refuse to be thrown into any such receptacle.

Yards, etc.,
to be kept in
good order
and clean.

19. The keeper shall cause every yard, area, forecourt or other open space within the curtilage of the premises of a common lodging-house to be kept at all times in good order and thoroughly clean and free from any accumulation of filth or refuse, and shall, as often as shall be requisite, wash all paved surfaces in such yard, area, forecourt or other open space.

Ventilation.

20. The keeper shall cause all such means of ventilation as may be provided in or in connection with any room, passage, or staircase in a common lodging-house, or in connection with any water closet or urinal belonging to such house, to be maintained at all times in good order and efficient action.

21. The keeper shall cause the window of every room in, and of every passage, staircase and water-closet of a common lodging-house to be kept fully open for such time every day as may be necessary for the purposes of ventilation, and shall cause the windows of every room which may be appointed for use and occupation as a sleeping apartment to be kept fully open from 10 a.m. to 4 p.m.

each day during the months of October, November, December, January, February, March and April, and from 10 a.m. to 6 p.m. each day during the months of May, June, July, August, and September. Provided that such keeper shall not be required in pursuance of this byelaw to cause any window to be opened, or to be kept open, when the state of the weather is such as to render it necessary that the window shall be closed, or to cause any window in any room to be opened or kept open when any bed in such room is occupied by any lodger in consequence of sickness or of other sufficient cause.

22. The keeper shall cause every room in a common lodging-house which may be appointed for use and occupation as a sleeping apartment to be furnished with such number of beds and bedsteads and with such a supply of bed-clothes and of necessary utensils as may be sufficient for the requirements of the number of lodgers authorised to be received into such room, and he shall cause every sleeping apartment, other than a room occupied by married couples, to be furnished with bedsteads and bedding of a size adapted for one person only.

23. A keeper of a common lodging-house shall not cause or suffer any bed in any room which may be used as a sleeping apartment by persons of the male sex above the age of ten years, to be occupied at any one time by more than one such person.

24. The keeper shall cause the bed-clothes of every bed in a common lodging-house to be removed from such bed as soon as conveniently may be after such bed shall have been vacated by any lodger, and shall cause all such bed-clothes and the bed from which such bed-clothes may have been removed to be freely exposed to the air for a sufficient time to ensure that the beds and bed-clothes are properly aired.

25. The keeper shall, for the use of the lodgers received into a common lodging-house, cause to be provided a sufficient number of basins or other receptacles for water, of adequate capacity and suitably placed, and a sufficient supply of water and a sufficient number of towels for use in connection with such basins or other receptacles, and shall cause such basins or receptacles to be kept clean and in good order and the supply of towels to be renewed from time to time as often as may be requisite.

26. Every keeper shall keep and maintain in good condition and repair and in efficient working order all means provided for the escape of the inmates of the common lodging-house in case of fire. The keeper shall cause fire-extinguishing appliances, which shall be reasonably sufficient, to be kept constantly charged, and available for use on each floor of the common lodging-house.

The keeper shall not use or suffer or permit to be used in any part of a common lodging-house into which lodgers are received any lighted candle or any lamp supplied with paraffin, mineral or other oil or spirit for lighting, heating or cooking purposes, unless such candle is properly protected or such lamp is so constructed, protected and secured as not to involve risk of fire to the house or its contents.

Every keeper shall cause all gas burners in a common lodging-house to be protected, where necessary, by glass or wire globes, and shall also cause all gas burners within three feet of an inflammable ceiling in any such house to be fitted with consumers to distribute the heat.

The keeper shall not store or keep or allow to be stored or kept any paraffin, mineral or other oil, or spirit, or matches, or any explosive substance in any cupboard or other space situate under any staircase in a common lodging-house.

27. The keeper of a common lodging-house shall, immediately after he shall have been informed or shall have ascertained that any lodger in such house is ill of any infectious or contagious disease, give immediate notice in writing thereof to the medical officer of health of the county, and adopt all such precautions as may be necessary to prevent the spread of such disease. Such keeper shall not, at any time while such person is suffering from such disease, cause or allow any other person, except a person voluntarily in attendance on the person so suffering, to use or occupy the same room as such person.

Where in pursuance of any statutory provision in that behalf, the removal of any person to a hospital or other

Appendix
XXXV.

place for the reception of the sick is ordered, the keeper, on being informed of such order, shall forthwith take all such steps as may be requisite on his part to secure the safe and prompt removal of such person in compliance with the order, and shall, in and about such removal, adopt all such precautions as, in accordance with any instructions which he may receive from either the medical officer of health of the county or of the metropolitan borough in which the common lodging-house is situated, may be most suitable for the circumstances of the case.

Where, in consequence of the illness of such person, there may be reasonable grounds for apprehending the spread of infection through the admission of a lodger to any room or rooms in a common lodging-house, or through the admission to such rooms or rooms of the maximum number of lodgers who may be received therein, such keeper, after receiving instructions from the medical officer of health of the county or of the metropolitan borough as aforesaid, and until the grounds for apprehending the spread of infection shall have been removed, shall cease to receive any lodger into such room or rooms, or shall receive therein such lodgers only as the exigencies of the case may require.

Penalties.

28. Any person offending against any of the foregoing byelaws shall be liable for every such offence to a penalty of £5, and to a further penalty of 40s. for each day on

which the offence continues after written notice from the Council. Provided nevertheless that the justices or court before whom any complaint may be made or any proceedings may be taken in respect of any such offence may, if they think fit, adjudge the payment as a penalty of any sum less than the full amount of the penalty imposed by this by-law.

Commencement of byelaws.

29. These byelaws shall come into force on the 1st day of October, 1903.

The seal of the London County Council was hereunto affixed on the second day of July, 1903.

L.S.

G. L. GOMME,
Clerk of the London County Council.

Allowed by the Local Government Board this fourteenth day of August, 1903.

L. S.

S. B. PROVIS,
Secretary,
Acting on behalf of the said Board
under the authority of their
General Order, dated the
twenty-sixth day of May,
1877.

SCHEDULE I.

To _____ of _____

WHEREAS, in pursuance of the statutory provision in that behalf you have been duly licensed by the London County Council to use the premises situated at _____ in the County of London, for the purpose of a common lodging-house, and to receive lodgers therein :

Now, I, _____, Clerk to the said Council, do hereby give you notice that, in exercise of the powers conferred upon them in that behalf, the said Council have fixed as the number of lodgers who may be received at any one time into such house and into the several rooms therein, the number specified in respect of such house and of each of such rooms in the form hereunto appended.

FORM.

"Common lodging-house."

Licence No. _____

Common lodging-house situated at _____

Name of keeper _____

The number of lodgers who may be received at any one time into this house is _____

The number of lodgers who may be received at any one time into each of the several rooms in this house is the number specified in respect of such room in the appropriate column of the following table—

In Room No. 1	In Room No. 2	In Room No. 3	In Room No. 4	In Room No. 5	TOTAL.
In Room No. 6	In Room No. 7	In Room No. 8	In Room No. 9	In Room No. 10	
In Room No. 11	In Room No. 12	In Room No. 13	In Room No. 14	In Room No. 15	
In Room No. 16	In Room No. 17	In Room No. 18	In Room No. 19	In Room No. 20	
In Room No. 21	In Room No. 22	In Room No. 23	In Room No. 24	In Room No. 25	

Clerk of the London County Council.

SCHEDULE II.

To _____ of _____

WHEREAS in pursuance of the statutory provision in that behalf, you have been duly licensed by the London County Council to use the premises situated at in the County of London for the purpose of a common lodging-house and to receive lodgers therein ;

AND WHEREAS the said Council have determined that it is expedient to vary the number of lodgers heretofore fixed to be received at any one time into such house and into the several rooms therein ;

Now, I, _____, Clerk to the said Council, do hereby give you notice that from and after the day of _____, the number of lodgers who may be received at any one time into such house and into the several rooms therein shall be the number specified in

respect of such house and of each of such rooms in the form hereunto appended.

Appendix
XXXV.

FORM.

" Common lodging-house."

Licence No.

Common lodging-house, situated at
Name of keeper

The number of lodgers who may be received at any one time into this house is

The number of lodgers who may be received at any one time into each of the several rooms in this house is the number specified in respect of such room in the appropriate column of the following table—

In Room No. 1	In Room No. 2	In Room No. 3	In Room No. 4	In Room No. 5	TOTAL.
In Room No. 6	In Room No. 7	In Room No. 8	In Room No. 9	In Room No. 10	
In Room No. 11	In Room No. 12	In Room No. 13	In Room No. 14	In Room No. 15	
In Room No. 16	In Room No. 17	In Room No. 18	In Room No. 19	In Room No. 20	
In Room No. 21	In Room No. 22	In Room No. 23	In Room No. 24	In Room No. 25	

Clerk of the London County Council.

_____ day of _____ 190—.

SCHEDULE

" Common lodging-house."

Licence No. _____

Street or Place _____

R O O M

No.

Number of Lodgers authorised to be received in this Room

Clerk of the London County Council

_____ day of _____ 190—.

3. MODEL BYELAWS ISSUED BY THE LOCAL GOVERNMENT BOARD WITH RESPECT TO TENTS, VANS, SHEDS, AND SIMILAR STRUCTURES.

MEMORANDUM.

Appendix
XXXV.

Section 9 of the Housing of the Working Classes Act, 1885 (48 & 49 Vict. c. 72), provides that :—

“(2.) A sanitary authority may make byelaws for promoting cleanliness in, and the habitable condition of tents, vans, sheds, and similar structures used for human habitation, and for preventing the spread of infectious disease by the persons inhabiting the same, and generally for the prevention of nuisances in connection with the same.”

“(7.) Nothing in this section shall apply to any tent, van, shed, or structure, erected or used by any portion of Her Majesty’s military or naval forces.”

Similar provisions are contained in sub-sections (2) and (4) of Section 95 of the Public Health (London) Act, 1891 (54 & 55 Vict. c. 76).

The local authorities authorised by the above-mentioned enactments to make byelaws are, elsewhere than in London, the council of any borough or urban or rural district, and in London, any sanitary authority as defined by Section 99 of the Public Health (London) Act, 1891.

Byelaws made under either of the Acts referred to require confirmation by the Local Government Board, (48 & 49 Vict. c. 72, s. 10 (1) ; 54 & 55 Vict. c. 76, s. 114.)

With a view to the better enforcement of the provisions of the former Act, and of any byelaws made by a local authority thereunder, Sub-section 9 (3) enacts that :—

“Where any person duly authorised by a sanitary authority or by a justice of the peace has reasonable cause to suppose either that there is any contravention of the provisions of this Act, or any byelaw made under this Act, in any tent, van, shed, or similar structure used for human habitation, or that there is in any such tent, van, shed, or structure, any person suffering from a dangerous infectious disorder, he may, on producing (if demanded) either a copy of his authorisation purporting to be certified by the clerk or a member of the sanitary authority or some other sufficient evidence of his being authorised as aforesaid, enter by day such tent, van, shed, or structure, and examine the same and every part thereof in order to ascertain whether in such tent, van, shed, or structure there is any contravention of any such byelaw or a person suffering from a dangerous infectious disorder.”

Corresponding provisions applicable to London are contained in Section 95 (3) of the Public Health (London) Act, 1891.

Local Government Board,
May, 1899.

MODEL BYELAWS.

(Revised and Reprinted, January, 1906.)

BYELAWS made by the *

with respect to
TENTS, VANS, SHEDS, and similar STRUCTURES used for
human habitation in the †

Interpretation of Terms.

1. Throughout these byelaws the expression “the Council” means the *

the expression “the District” means the †

the expression “infectious disease” means smallpox, cholera, diphtheria, membranous croup, erysipelas, the disease known as scarlatina or scarlet fever, measles,

* Insert “Mayor, Aldermen, and Burgesses of the Borough of acting by the Council”; or “Urban [or Rural] District Council of”; as the case may be.

† Insert “Borough of”; or “Urban [or Rural] District of”; as the case may be.

and the fevers known by any of the following names : typus, typhoid, enteric, relapsing, continued, or puerperal, the expression “the Medical Officer of Health” means the medical officer of health for the district, or any legally qualified medical practitioner lawfully authorised to act on behalf of such officer; and the expression “the occupier,” when used in relation to any tent, van, shed, or similar structure, means the person who for the time being has the charge, management, or control of such tent, van, shed or structure.

For promoting cleanliness in, and the habitable condition of tents, vans, sheds, and similar structures used for human habitation.

2. The occupier of a van used for human habitation shall cause the internal surface and the floor thereof to be thoroughly cleansed from time to time as often as may be requisite for keeping the same in a cleanly condition.

3. The occupier of a van, shed or similar structure used for human habitation, shall for the purpose of securing the habitable condition thereof, provide for such van, shed, or structure, adequate means of permanent ventilation.

4. The occupier of a tent, van, shed or similar structure used for human habitation, shall cause the same to be maintained so that it may be reasonably weather-proof at all times when so used.

5. The occupier of a tent, shed or similar structure used for human habitation, shall cause the same to be at all times provided with a suitable dry flooring, or other dry covering for the ground.

6. The occupier of a tent, van, shed, or similar structure used for human habitation shall provide therefor a sufficient receptacle or receptacles for the storage of water, with proper coverings, so placed as to be easily accessible, and shall cause the same to be maintained at all times in good order, and shall provide a sufficient supply of wholesome water for the use of the inmates of the tent, van, shed or structure, and shall also cause every part of the interior of any such receptacle to be kept thoroughly clean.

7. Notwithstanding anything in the foregoing byelaw, the person by agreement with or by license from whom any tent, van, shed, or similar structure used for human habitation shall be erected, brought or used on any land shall provide on such land a sufficient supply of wholesome water for the use of the occupants of the tent, van, shed or structure.

For preventing the spread of infectious disease by the persons inhabiting tents, vans, sheds, or similar structures used for human habitation.

8. The occupier of a tent, van, shed or similar structure used for human habitation who shall have been informed, or shall have ascertained, that any inmate thereof is ill of an infectious disease, shall thereupon immediately give notice to the medical officer of health.

Provided that this bye-law shall not apply in respect of any infectious disease of which any such notice is required to be given by any statutory provision in force in the district.

9. The occupier of a tent, van, shed or similar structure used for human habitation who shall have been informed, or shall have ascertained, that any inmate thereof is ill of an infectious disease, shall adopt all reasonable precautions that may be ordered by the medical officer of health for preventing the spread of the disease.

He shall not, at any time while any such inmate is suffering from an infectious disease, cause or allow any other person, except a person in attendance on the inmate, to occupy the tent, van, shed, or similar structure.

10. The occupier of a tent or van used for human habitation, in which any person may within the preceding six weeks have been suffering from an infectious disease, and which has not since been properly disinfected, or

in which any person is at the time suffering from an infectious disease, shall comply with the following regulations :—

(1.) He shall, before causing or allowing the tent or van to be removed from the site on which it may be, give to the medical officer of health twenty-four hours' notice of the intention to remove the same, and of the place to which the same is proposed to be removed.

(2.) He shall not cause or allow the tent or van to be brought into any market, fair, raceground or place which may for the time being be devoted to purposes of public amusement, recreation or resort, or to be removed to any site where, in the opinion of the medical officer of health, there would be danger of spreading infection.

(3.) He shall, where the medical officer of health may, for the purpose of preventing the spread of infection, order the removal of the tent or van from any site, remove the same, in compliance with the order of the medical officer of health, to another site within the district to which it may lawfully be removed.

(4.) He shall, when removing the tent or van comply with such reasonable conditions as the medical officer of health may impose for the purpose of preventing the spread of infection.

(5.) He shall not remove the tent or van out of the district until the same has been properly disinfected.

11. In every case where, in pursuance of any statutory provision in that behalf, an order of a justice has been obtained for the removal from a tent, van, shed or similar structure used for human habitation to a hospital, or other place for the reception of the sick, of a person who is suffering from any dangerous infectious disorder, the occupier of the tent, van, shed or structure shall, on being informed of the order, forthwith take all such steps as may be requisite to secure the safe and prompt removal of the said person in compliance with the order, and shall, in and about the removal, adopt all such precautions as, in accordance with any instructions which he may receive from the medical officer of health, may be most suitable for the circumstances of the case.

12. The occupier of a tent, van, shed or similar structure used for human habitation shall, immediately after a person suffering from an infectious disease has been removed therefrom, or has died therein, or has recovered from such disease whilst being therein, give notice of the removal, death, or recovery to the medical officer of health, and shall, as soon as conveniently may be, cause every part of the tent, van, shed or structure to be thoroughly cleansed and disinfected, and shall also cause all bedding, clothing, or other articles therein which may be liable to retain infection to be in like manner cleansed and disinfected, unless the Council shall have ordered the same to be destroyed, or unless the Council or the medical officer of health shall, in pursuance of any statutory provision in that behalf, have required the owner of the same to cause the same to be delivered to an officer of the council for removal for the purpose of disinfection.

He shall comply with all proper instructions of the Medical Officer of Health as to cleansing and disinfection.

When the tent, van, shed or similar structure, and every such article as aforesaid, shall have been thoroughly cleansed and disinfected in accordance with those instruc-

tions, he shall give notice thereof to the medical officer of health.

13. The occupier of a tent, van, shed or similar structure used for human habitation, in which any person has within six weeks previously been suffering from an infectious disease, shall not without having the tent, van, shed or similar structure, and all articles therein liable to retain infection, disinfected to the satisfaction of a registered medical practitioner as testified by a certificate signed by him, cause or suffer any person newly to occupy or become an inmate of the tent, van, shed, or similar structure.

Generally for preventing nuisances in connection with tents, vans, sheds, and similar structures used for human habitation.

14. Notwithstanding any other provision of these byelaws the occupier of a tent, van, shed, or similar structure used for human habitation shall provide for the same a sufficient receptacle for refuse.

15. An occupier of a tent, van, shed or similar structure used for human habitation shall not cause or suffer any solid or liquid filth to be retained therein.

He shall not deposit or cause any solid or liquid filth to be deposited within *thirty feet* from such tent, van, shed or structure, except in a proper receptacle.

He shall not deposit or cause any solid or liquid filth to be deposited in any place so as to cause a nuisance.

He shall cause every vessel, utensil or other receptacle provided or used for the purpose of containing or removing any solid or liquid filth to be sufficiently cleansed immediately after it shall have been used for that purpose.

16. The person by agreement with or by license from whom any tent, van, shed or similar structure used for human habitation shall be erected, brought or used on any land, shall, in any case in which nuisance is likely to arise from the want of privy accommodation and of a receptacle for refuse for the use of the occupants of the tent, van, shed or structure, provide for their use on such land in a suitable situation sufficient privy accommodation, and a sufficient covered ashpit, dustbin, or other receptacle for refuse, and shall maintain the same in good repair and order and in a reasonably clean and wholesome condition.

17. The occupier of a tent, van, shed or similar structure used for human habitation shall not keep any animal, or deposit any filth or the dung of any animal, within the distance of *forty feet* from any well, spring, or stream, or other water used or likely to be used by man for drinking or domestic purposes, or for manufacturing drink for the use of man, or any water used or likely to be used in any dairy, or otherwise in such a position or in such a manner as to render any such water liable to pollu-

Penalties.

18. Every person who shall offend against any of the foregoing byelaws shall be liable for every such offence to a penalty of *five pounds*, and in the case of a continuing offence to a further penalty of *forty shillings* for each day after written notice of the offence from the Council.

Provided, nevertheless, that the justices or court before whom any complaint may be made, or any proceedings may be taken in respect of any such offence, may, if they think fit, adjudge the payment as a penalty of any sum less than the full amount of the penalty imposed by this byelaw.

4. MODEL BYELAWS ISSUED BY THE LOCAL GOVERNMENT BOARD WITH RESPECT TO HOP PICKERS AND PICKERS OF FRUIT AND VEGETABLES.

MEMORANDUM.

Section 314 of the Public Health Act, 1875 (38 & 39 Vict. c. 55), provides that any local authority (*i.e.*, the council of any borough or urban or rural district) "may, if they think fit, make byelaws for securing the decent lodging and accommodation of persons engaged in hop-picking within the district of such authority." The scope of this enactment was extended by the Public Health (Fruit Pickers' Lodgings) Act, 1882 (45 & 46 Vict. c. 23), section 2 of which provides that—

"Section 314 of the Public Health Act, 1875, . . . shall be deemed to extend to and authorise the making of byelaws for securing the decent lodging and accommodation of persons engaged in the picking of fruit and vegetables."

The Act of 1882 is to be construed as one with the Public Health Act, 1875, and by operation of section 184 of the latter Act any byelaws which may be made by a local authority under section 314 of that Act, or under section 2 of the Public Health (Fruit Pickers' Lodgings) Act, 1882, require confirmation by the Local Government Board.

In connection with the question of the housing of persons engaged in hop-picking and in the picking of fruit and vegetables, the powers conferred upon the local authority by section 9 of the Housing of the Working Classes Act, 1885 (48 & 49 Vict. c. 72), may be mentioned. By this enactment the local authority are empowered, among other things, to make byelaws "for promoting cleanliness in and the habitable condition of tents, vans, sheds, and similar structures used for human habitation, and for preventing the spread of infectious disease by the persons inhabiting the same, and generally for the prevention of nuisances in connection with the same."

A separate series of model clauses has been prepared by the Board for the guidance of local authorities making byelaws under the enactment last cited, and local authorities whose districts are visited by hop or fruit pickers should consider the propriety of making byelaws under this enactment, as well as under section 314 of the Public Health Act, 1875; for some at least of the persons who at certain seasons of the year may move into the district in order to obtain employment in the picking of hops, fruit, or vegetables, may possess their own tents or vans, and the sanitary regulation of such dwellings would seem to be a matter for byelaws under the Act of 1885.

S. B. PROVIS,
Secretary.

Local Government Board,
August, 1902.

MODEL BYELAWS.

BYELAWS made by the *

for securing the DECENT LODGING AND ACCOMMODATION OF PERSONS engaged in HOP-PICKING or in the PICKING OF FRUIT AND VEGETABLES in the †

1. Throughout these byelaws the expression "the Council" means the *

2. Every person providing any tent, shed, barn, hopper-house, building, or other habitation for the lodging of persons engaged in hop-picking or in the picking of fruit and vegetables, and not being a building ordinarily occupied as a dwelling-house, or for human habitation, shall comply with the following conditions:—

* "Mayor, Aldermen, and Burgesses of the Borough of , acting by the Council"; or, "Urban (or Rural) District Council of "; as the case may be.

† Insert name of borough or urban or rural district, or, if the byelaws are to apply to part only of a rural district, "that portion of the Rural District of " which comprises the contributory places of "; as the case may be.

(i.) He shall cause such habitation to be so constructed and maintained that it may be clean, dry, and weather-proof at all times when used for the lodging of such persons.

(ii.) He shall cause such habitation in every case to be properly ventilated and sufficiently lighted.

(iii.) He shall not cause or allow a greater number of adult persons to be received into any such habitation, or any room therein, at any one time, for the purpose of sleeping therein, than may be compatible with the allowance of *sixteen square feet* at the least of available floor space in respect of each adult person.

For the purpose of the foregoing provision two children under ten years of age shall be counted as one adult person.

(iv.) He shall cause every room or part of such habitation, which may be appropriated for the reception of adult persons of different sexes, to be so furnished or provided that every bed shall be properly separated from any other bed by a suitable screen or partition of such material, construction, and size as to secure adequate privacy to the occupant or occupants of such bed.

(v.) He shall provide in a safe and suitable position in, or in connection with, or adjacent to such habitation, a suitable cooking-house, or other place, properly covered or sheltered, in which fires may be safely and readily lighted, and food may be properly cooked, and clothes and other articles may be properly dried.

He shall cause such cooking-house or place to be so constructed that for every *fifteen persons* authorised to be received in such habitation a separate fireplace or separate accommodation for the cooking of food and the drying of clothes and other articles, may be provided.

(vi.) He shall (where the same is not otherwise readily available) provide in or upon or in connection with such habitation, or in some suitable place readily accessible therefrom, such a supply of good and wholesome water as will, at all times, suffice for the reasonable requirements, whether for drinking, cooking, or washing, of the several persons received and lodged in such habitation.

(vii.) He shall provide for every person received and lodged in such habitation a sufficient supply of clean, dry straw, or other clean, dry, and suitable bedding.

He shall cause such straw or other bedding to be changed or properly cleansed, from time to time, as often as occasion may require.

(viii.) He shall cause every part of the interior of such habitation, and of any cooking-house, privy, or other premises in connection therewith, to be thoroughly cleansed immediately before any person shall be received to lodge therein, and from time to time, as occasion may require, while the lodgers are retained therein.

He shall cause the walls and ceilings of every room constructed of brick, stone, iron, concrete, wood, earth, or plaster to be well and sufficiently lime-washed at least *once in every year*, and he shall from time to time cause all accumulations or deposits of filth or any offensive or noxious matter to be removed from such habitation or premises, and from the land immediately surrounding such habitation or premises, or adjoining thereto.

(ix.) He shall provide, in a suitable position in connection with such habitation, a sufficient number of water-closets, earth-closets or privies, properly constructed, for the separate use of each sex.

Penalties.

3. Every person who shall offend against any of the foregoing byelaws shall be liable for every such offence to a penalty of five pounds, and in the case of a continuing offence to a further penalty of forty shillings for each day after written notice of the offence from the council. Provided, nevertheless, that the justices or court before whom any complaint may be made or any proceedings may be taken in respect of any such offence may, if they think fit, adjudge the payment as a penalty of any sum less than the full amount of the penalty imposed by this bye-law.

APPENDIX XXXVI.

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INDUSTRIAL AND REFORMATORY SCHOOLS.

(Memorandum and Tables prepared by Mr. J. G. Legge, H.M. Inspector of Reformatory and Industrial Schools, Great Britain.)

The Reformatory and Industrial Schools of Great Britain are administered by the Home Secretary. Between the two classes of schools there is a good deal of confusion in the public mind, and this is natural enough, for there is little difference between them in outward characteristics, and the system of management in the one is very much the same as that in the other. Indeed, the Departmental Committee of 1895 on these schools, stated in their Report that they proposed to treat Reformatory and Industrial Schools together; first because as regards their management, their discipline and the life led within their walls, there is really no practical difference between them; secondly, because there is no more difference between the inmates of the schools than in the life they lead, the difference between them being not so much one of criminality as of age. There is, however, a clear technical distinction to be drawn, which may briefly be set out as follows:—

The senior schools, or Reformatories, are schools to which are sent juveniles, up to the age of 16, who have been convicted of an offence punishable with penal servitude or imprisonment, and such children must not, by the Act of 1899, serve a previous term in prison. The junior or Industrial Schools, on the other hand, are designed, broadly speaking, for children up to the age of 14 who may not actually have committed an offence, but whose circumstances are such that if left in their surroundings they are likely to join the delinquent population. Thus the senior schools are for actual, the junior schools for potential, delinquents, and the former contain children some three years older on an average than the latter. The two overlap to some extent in that an actual delinquent if under 12 and not previously convicted may be sent to an industrial school.

EXTENT TO WHICH REFORMATORY SCHOOLS ARE AVAILABLE FOR VAGRANTS.

The Reformatory Schools Acts 1866 and 1893 enable a youthful offender under 16, who is convicted of an offence punishable with penal servitude or imprisonment, to be committed to a certified Reformatory School. Thus a young person under 16 guilty of an offence under the Vagrancy Act can be so committed. As a matter of fact, during the five years 1894 to 1898, 127 were committed under the Vagrancy Act for begging and 268 for sleeping out. In the subsequent quinquennium 1899 to 1903, 101 were committed for begging and 254 for sleeping out. The great majority of these cases may be taken to have been between 14 and 16 years of age, for had they been under 14 the probability is that they would have been committed under the Industrial Schools Acts to industrial schools.

A circular was recently sent round among the managers of Reformatory Schools asking how young persons, who had been originally committed to a reformatory school under the Vagrancy Act for begging or sleeping out, but had been discharged within the past five years, have done in after life. Managers were asked to give some idea as to the number of such cases whom it had been possible to separate from their old associations on disposal, keep separate, and get to settle down at some regular employment. The gist of the replies will be found on Exhibit No. 1. The impression to be gained from the replies is on the whole favourable. Committal to a Reformatory School has generally had the effect hoped for.

EXTENT TO WHICH INDUSTRIAL SCHOOLS ARE AVAILABLE FOR VAGRANTS.

Section XIV. of the Industrial Schools Act 1866 enables a child found wandering and not under proper guardianship to be committed to an Industrial School. It is contended that under this enactment the children of gipsies, tinkers, tramps and vagrants can, within the discretion of justices, be committed to an industrial school, but doubt has arisen in some minds as to the interpretation of "wandering" and of the expression "not under proper guardianship." The two main difficulties appear to have been:—

(a) Does "not under proper guardianship" mean only "not having any guardian at all," or does it mean in addition "having an improper guardian?"

(b) Can a child be considered as "wandering" when it is not wandering alone, but hand in hand with, or side by side with, one of its parents?

The Parliamentary history of the clause will be found in Exhibit No. 2.

It seems clear from the history of the enactment that the provision was expressly inserted for the benefit of two classes of children:—

1. Those living in the slums of big cities caught wandering about the streets and found to have no settled home at all or bad homes.

2. Children in rural districts caught tramping the country side—a class migratory in a sense that the former class is not.

The first class has been largely dealt with under the Industrial Schools Acts; the latter class not nearly so much. Question arose early as to the interpretation of the enactment "found wandering and not under proper guardianship." In 1869 the following letter was addressed by the Home Secretary to a gentleman who raised the point—

"Letter addressed to the Honorary Secretary of the Wellesley Industrial School Ship.

"Whitehall.

"20th October, 1869.

"Sir,—I am directed by Mr. Secretary Bruce to acknowledge the receipt of your letter of the 7th instant, calling attention, by desire of the Committee of the 'Wellesley' Industrial School Ship, to the manner in which the magistrates for the borough of Newcastle-on-Tyne interpret the 14th clause of the Industrial Schools Act, 1866, under which children found wandering may be sent to an Industrial School.

"In reply, I am to acquaint you, for the information of the Committee, that such children may be sent for detention in an Industrial School, if homeless and without a settled place of abode, if without visible means of subsistence, or if without proper guardianship.

"But according to your representation, the magistrates appear to be satisfied that a child found wandering in the streets ought not to be sent to an industrial school if it has parents who can maintain it, and are naturally its legal guardians. This, in the opinion of the Secretary of State, is not a correct interpretation of this clause of the Act.

"The point left to the judgment of the magistrates in the sub-section of the 14th clause is not whether the

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child is or is not under any guardianship, but whether it is under proper guardianship.

"If the child's parents are habitual drunkards, or of known vicious or criminal character, or tramps, or if they continually ill-use or neglect the child, and are thus the cause of its wandering and destitution, and are leaving it to grow up in the habits of vice and beggary, they cannot be said to be proper guardians to it, and it would be in full accordance with the intention and object of the Act, and for the advantage of the public, that the child should be withdrawn from their control and placed under the corrective training of an industrial school, the parents being ordered to contribute, in proportion to their means, towards the expenses of its maintenance.

"I am to authorise the Committee to make known to the bench of magistrates of Newcastle-on-Tyne the views of the Secretary of State upon the question at issue. I am, Sir,

"Your obedient servant,

"E. H. KNATCHBULL-HUGESSEN."

That letter still gives, so far as I know, the Home Office point of view, though of course it cannot be asserted that the precise form of words used in that letter would at all times have been employed to express the Departmental mind.

Attention may be called to two comparatively recent pronouncements from the legal point of view. Sir John Bridge, late Chief Magistrate for the Metropolis, was examined before the Departmental Committee on Reformatory and Industrial Schools in 1895. The following extracts from the evidence given by him are conclusive as to his opinion :—

"19,396. Now as to the words to which you have just called attention. Looking at the context of the entire paragraph, would you say that the words 'not having any proper guardianship' mean having an improper guardian or not having any guardian at all?—Both.

"19,397. You mean either?—Both; because if it has no guardian at all, no person to take care of it, or if it is an improper person, they would both come within 'not having proper guardianship'—it means none or an improper one.

"19,409. Do you hold that the law can stop a tramp on the road, who has his children with him, and that it can take those children away from him, and send them all to an Industrial School?—Not simply because he is walking along the road, but if you found a tramp whose profession was a beggar.

"19,410. If he was a professional beggar?—Yes and doing nothing else, then I should certainly say, if that child was wandering with him, and made use of by him, I think it could be properly sent to an industrial school. I do not know of anything worse for a child than that."

Sir John Bridge held that "not under proper guardianship" meant either having no guardian at all or an improper guardian, and also, as it would appear from the last quotation, he held that a child might be committed for wandering whether it was wandering with its parent or not. (Sir John's opinion as to the interpretation of "not under proper guardianship" was upheld by Mr. W. J. Stewart, the stipendiary magistrate at Liverpool, who has had probably more experience of Industrial School Acts than any other two magistrates in the country.)

Then Professor Dove Wilson, professor of law at the Aberdeen University, and before that a sheriff for the county, was a member of the Scottish Departmental Committee on Habitual Offenders, etc., 1895. He drew up a legal memorandum for the guidance of his Committee, in the course of which he touches on the interpretation of Section XIV. of the Industrial Schools Act 1866, and gives his opinion as follows :—

"I have heard it suggested, that if the wandering child had any kind of parents, it could not be said to be without 'proper guardianship,' but I do not think it can be so interpreted, and I have always held that if the parents were drunken, or ill-treated their children, those children, if found wandering through the country, whether with or without the parents, came under the Act."

There seems no doubt, therefore, that any magistrate holding Sir John Bridge's or Professor Dove Wilson's view of the law, would commit a tramp child caught wandering in the country to an Industrial School, if he thought the case in favour of the child and against the parent strong enough, but no expression of the Home Office view nor of another magistrate's opinion would avail against a magistrate who conscientiously differed, and it is extremely doubtful whether a proposal to take away a magistrate's discretion and make it compulsory to commit every child found wandering would meet with much, if any, support.

EXTENT TO WHICH THE INDUSTRIAL SCHOOLS HAVE, AS A MATTER OF FACT, BEEN UTILISED FOR THE CHILDREN OF TRAMPS IN RURAL DISTRICTS.

It has already been hinted above that while the Acts have been used for slum children in towns, they have not been so much used for tramp children in the rural districts.

A circular was recently sent out to a number of Industrial Schools in situations and of a sort likely to receive tramp children, if committed from the rural districts. The school authorities were asked :—

1. The number of children now in the schools who are the offspring of persons who may be described as tinkers, gipsies, tramps or habitual vagrants.

2. Whether such children are found quicker or slower at (a) schoolroom work, (b) industrial work.

3. Looking back on the children discharged during the past five years, what proportion of such children of tramps, etc., has it been possible to separate from their parents on disposal, keep separate and get to settle down at some regular employment.

The results will be found in Exhibit No. 3, but it will be seen at a glance that the mere fact that no larger a proportion of the children in schools so situated and circumstanced as to be specially available for them are the children of tinkers, gipsies, tramps, or habitual vagrants, shows that the enactment is not being too largely used for the benefit of tramp children, though such use is probably more extensive in Scotland than in England.

SUGGESTED CAUSES FOR THE COMPARATIVELY SMALL USE FOR THE ENACTMENT FOR TRAMP CHILDREN.

1. The principal engine for the committal of children under the Industrial Schools Acts has been the law enforcing compulsory attendance at school. It is mainly the machinery of the Education Acts that has brought to light children who are fit subjects for an industrial school. It is probably admitted that the administration of the Education Acts has not been in the past anything like as active in rural districts as in towns.

2. The local authority for a district has in almost every instance supplemented the Government grant for the maintenance of a child in an industrial school by a local subvention; thus there has probably been a reluctance to saddle a locality with the charge for children who have no settlement in that locality, but are simply passing through. Once they are out of a district that district's responsibility is at an end.

ADVANTAGES OF UTILISING THE INDUSTRIAL SCHOOLS ACTS.

The information given as to disposal in exhibit No. 3 indicates that the schools have been more successful in dealing with a very difficult class than might have been expected. (See in particular the valuable reply received from the Leicester industrial school at Desford in the county of Leicester, Exhibit No. 4). There is little doubt that a rigorous committal of tramp children to industrial schools would, in five years, reduce substantially the number of children taken on the tramp.

In 1880 an Act was passed to bring children found in disorderly houses within the purview of the Industrial Schools Act. In the five years, 1894 to 1899, 966 children of this sort were committed; in the five years 1899 to 1903 only 711, and the decrease during the whole ten years has been fairly steady. The population of our big towns is higher for the second quinquennium than for the first, and it is doubtful whether either local authorities, police or school attendance officers, have been less active in relation to disorderly houses in the second period than in the first, or that the total number of disorderly houses has decreased. The probable explanation is that fewer

children are being kept hanging about a disorderly house now than formerly, for the simple reason that they bring, in addition to the police, school attendance officers "nosing" in at the door.

At present the Industrial Schools throughout the country—at any rate the boys' schools—are far from full. The explanation probably is that the new education authorities have not yet found their feet, and are not enforcing the Industrial Schools Acts as rigorously as did the old School Boards. There are a number of well-equipped buildings all over England not working at full pressure, and there is ample accommodation at the moment, without incurring any fresh capital expenditure, for an experiment in the direction of a more rigorous application of the Industrial Schools Acts to the very class for which they were ostensibly passed some fifty years ago.

PARENTAL RESPONSIBILITY.

This is enforced by a charge on the parent for the maintenance of his child. As a matter of fact this is being worked with a good deal more effect than is sometimes supposed. Thirty thousand pounds was collected from the parents of Reformatory and Industrial School children last year, and no small number of cases were imprisoned in default of payment. But it may be contended that the parents of tramp children are just the parents who will escape. This must be admitted; the tramp parent belongs to the class from whom it is most difficult of all to collect payment. And further, it must be admitted that committal to prison is not a very satisfactory way of dealing with such defaulters as can be caught. The salutary effect of the power to commit to prison lies in the fact that a considerable proportion of parents, who do dread the breaking up of their homes or losing employment, is influenced by the fear of it to make a special effort to keep up payment. The effect on parents who either have no home or do not care if their homes are broken up is small enough. But a second and most effectual means of enforcing parental responsibility is the final separation of the child from the parent. I am convinced it is a mistake to suppose that there is a large number of parents who are only too glad to get their children into industrial schools. At the outset most of them resent it very much, though later on, when some see their children well fed, clothed, taught and trained at other people's expense, they acquiesce for the time. Almost all of them are clamorous to have their children back when they are approaching 15 years of age. Every child who is finally separated from its parent on disposal from an Industrial School is an effective object lesson of the necessity of looking after one's children. If committal to a labour colony

were substituted for prison and a tramp forced to remain in the colony and work for his own support, or until he could give reasonable security for his settling down to work outside, and not only keep himself, but contribute to the support of his children in Industrial Schools, the difficulty of making him realise through financial pressure his parental responsibility would be to a large extent overcome.

LABOUR COLONIES.

I do not believe that if labour colonies for vagrants were run on a sufficiently large scale to make their labour profitable, the expense would be anything like so serious as is feared by some.

I would add, with regard to the question of management of special schools or colonies by the central Government, local authorities or voluntary associations, that I am strongly of opinion, based upon my experience with Reformatory and Industrial Schools, that the best results (a) as regards economy of money, (b) economy of labour, (c) efficiency, are achieved by a combination of the three. A danger with rating authorities is spending too much; with voluntary committees spending too little. It is difficult to say too much for the value, on the one hand, of the energising and at the same time steadying and regularising influence introduced into voluntary work by the co-operation and supervision of a keen official, whether attached to local or central government, and, on the other, of the stirring by a breath of human, personal voluntary interest of the dry bones of an official system. The problem is how to bring the official of to-day into the right relationship with the enthusiastic voluntary worker. I have been struck by the enormously greater expenditure by the London School Board and the London County Council in the management of special institutions than by school boards and county councils in the country generally. An undoubted reason for this is the closer scrutiny over the expenditure of the rates exercised by ratepayers outside the Metropolis than inside; but the immense power and prestige of the Metropolis are such that its influence is extending over the country. Observers used to say that in France only Paris counted; the same is not true nor nearly true of the relations of London and England or Great Britain; but the influence of London on the country generally in social matters is very much greater now than it was twenty or even ten years ago. The result on the whole is probably good, but there are drawbacks, one of which is the danger (and no small one) of extravagance.

J. G. L.

EXHIBIT I.

DISPOSAL OF YOUNG PERSONS COMMITTED TO REFORMATORIES UNDER THE VAGRANCY ACT FOR BEGGING OR SLEEPING OUT.

Returns have been obtained from thirty-one out of thirty-nine reformatory schools in England.

The number of Vagrancy Act cases disposed of from those schools during the years 1899–1904 came to 343, viz: 308 boys and thirty-five girls. Of the 308 boys 228 are stated to be leading a settled life, of whom seventy-two are in the army (a good proportion musicians) and four in the Royal Navy. Of the thirty-five girls twenty-four are leading a settled life. Not all the remainder

have gone under: some have, others are temporarily under a cloud, trace of others has been lost, a few are dead.

Not many schools express an opinion as to whether these cases are more difficult than others to get to settle down after they go out into the world. But among those that do, the opinion is almost unanimous that they are more difficult of disposal.

Two specimen returns are appended.

FARM SCHOOL, REDHILL,

BOYS DISCHARGED FROM 1900 TO 1904 WHO WERE COMMITTED FOR VAGRANCY.

No. on Register.	Name.	Admitted.	Discharged.	Age on leaving.	Subsequent circumstances, etc.
62	C.W.	March 16, 1895	March 13 1900	19	Weak-minded, though much improved, <i>taken</i> to relatives—since in workhouse.
87	J.R.	Aug. 1, 1895	April 3, 1900	19	Discharged to workhouse, half-imbecile, since hawking in streets.
154	E.R.M.	June 25, 1896	Aug. 14, 1900	19	Went home, soon enlisted in army, and is still in Buffs.
155	C.M.	June 25, 1896	Oct. 16, 1900	18½	Enlisted from school in Hants Regiment and still there.
232	C.J.	July 16, 1897	Oct. 26, 1900	19	Emigrated; still there and done well (except convicted of drunkenness once).
246	A.E.H.	Sept. 4, 1897	Jan. 13, 1902	19	Went to employment at home (modeller) lately enlisted in army.
249	C.R.	Sept. 8, 1897	Sept. 7, 1901	18¼	" " " (shoemaker) now in army (S. Lanes).
260	W.H.	Nov. 2, 1897	Sept. 28, 1901	19	" " " (fruit factory) " " (E. Surrey).
293	F.M.	Feb. 15, 1898	May 8, 1901	19	Emigrated. Joined army in Colony, then returned to England, enlisted in Buffs, still there.
336	F.G.	Sept. 8, 1898	Sept. 6, 1902	17¾	Went to employment at home (oil and colour shop) irregular work since. (Had 7 days for damage.)
337	A.L.	Sept. 8, 1898	Aug. 6, 1902	16¾	Emigrated, still there, doing well, farming.
355	W.M.	Nov. 25, 1898	March 19, 1902	19	" " moving about a good deal.
356	C.C.	Nov. 25, 1898	Aug. 21, 1902	19	Went home, worked at Pickle Factory, latterly work very slack.
357	C.M.	Nov. 25, 1898	Feb. 12, 1902	18¾	Enlisted from school into Grenadier Guards, where he is now Corporal.
358	A.B.	Nov. 26, 1898	July 8, 1903	19	Went to employment at home (carpenter) since then labourer at 5d. per hour.
365	J.W.	Dec. 30, 1898	Dec. 28, 1901	18¼	" " " (ropewalk) " " carman.
411	H.P.	Dec. 1, 1899	Feb. 10, 1904	19	" " " (painter) still working at it.
515	C.G.	March 14, 1901	Sept. 2, 1904	19	" " " (Railway Engine Works).
575	F.B.	Oct. 1, 1901	Feb. 23, 1903	19	" " " (Arsenal) since turned baker. (Transfer from Wandsworth.)
578	J.H.S.	Oct. 1, 1901	March 2, 1904	19	Emigrated. Was doing well, but <i>this</i> year convicted of stealing. Was formerly emigrated by a charitable agency and returned to England. Waited in school from 19th December, 1903 to 2nd March, 1904, for emigration. Had no home and knew of no relatives. (Visited by Secretary, August, 1904).
590	R.S.	Oct. 30, 1901	Oct. 29, 1904	18¾	Went to employment at home (builder's).

"Akbar" Reformatory Ship, Rock Ferry,
Birkenhead, 13th March, 1905.

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RETURN OF "VAGRANT" CASES SINCE 1898, SHOWING DISPOSAL AND PRESENT OCCUPATION.

No.	Name.	Discharged.	Disposal.	Present occupation so far as ascertained.
2401	W.D.	Aug. 18, 1899	To sea	At sea.
2420	A.B.	Nov. 1, 1899	Do.	Do.
2426	G.N.	Feb. 24, 1900	To employment	Last heard of at sea 12 months ago.
2433	F.L.	April 19, 1900	To sea	Soldier, 30th Battery, R.F.A., Rawal Pindi.
2436	W.C.M.	March 27, 1900	Do.	Soldier, 36th Battery, R.F.A., Athlone.
2445	W.F.	May 1, 1902	Do.	Vagrant habits. At present at sea.
2452	E.G.R.	April 16, 1900	Do.	Stoker, R.N. ; a deserter.
2455	F.H.	March 1, 1900	Do.	In employ of London County Council Tramways.
2473	H.G.	April 1, 1901	Do.	Dead ; killed at sea.
2503	R.S.	Sept. 27, 1900	To employment	Soldier, Garrison Artillery.
2513	D.B.	Jan. 28, 1901	Do.	Rubber moulder.
2514	J.S.	Feb. 1, 1901	To sea	Spirit merchant's porter ; married.
2527	C.D.	April 8, 1901	Do.	At sea.
2549	C.T.	Sept. 28, 1901	To employment	Corporal in Dublin Fusiliers.
2615	T.P.	July 7, 1902	To sea	Stoker, R.N.
2617	D.O.	July 28, 1902	Do.	Newsvendor.
2620	C.S.	Aug. 9, 1902	Do.	Soldier, 4th King's Lancashire Regiment.
2651	B.H.	Feb. 6, 1903	To employment	Soldier, Gloucester Regiment, India.
2653	S.W.	Jan. 26, 1903	To sea	Horseman, Bibby's Cattle Food Manufacturers.
2656	W.R.	Feb. 26, 1903	Do.	At sea.
2678	J.F.	May 25, 1903	Do.	Scaling for P.S.N. Company.
2681	H.H.V.T.	July 16, 1903	Do.	Out of work.
2694	W.G.	Oct. 1, 1903	Do.	Vagrant habits ; very unsatisfactory ; following the sea until recently.
2698	P.C.	July 22, 1903	Do.	At sea.
2696	H.T.	July 22, 1903	Do.	Confectioner.
2703	T.G.	July 22, 1903	Do.	Works with father.
2716	A.F.	May 31, 1901	By Home Secretary's Warrant	Shop boy ; lives with employer ; same place since leaving ship.
2741	J.H.	March 15, 1904	To sea	At sea.
2744	A.S.	„ 18, 1904	Do.	Do.
2754	A.T.	May 12, 1904	Do.	Do.
2756	A.B.	„ 27, 1904	Do.	Do.
2845	R.H.	„ 11, 1904	To friends	Cabinetmaking.

G. W. BENNET, *Cap. Sup.*

EXHIBIT 2.

PARLIAMENTARY HISTORY OF THE ENACTMENT IN SECTION XIV. OF THE INDUSTRIAL SCHOOLS ACT 1866, ENABLING CHILDREN FOUND WANDERING AND NOT UNDER PROPER GUARDIANSHIP TO BE COMMITTED TO INDUSTRIAL SCHOOLS.

There is no doubt that the Industrial Schools Acts were originally designed mainly in the interests of vagrant or tramp children. So far as I can trace the Parliamentary history of the question the first enactment on the subject was that of 1854 entitled "An Act to render Reformatory

and Industrial Schools in Scotland more available for the benefit of vagrant children." This is known as the Dunlop Act, for it was introduced by Mr. Dunlop, then member for Greenock, and it may be noted that Colonel Blair, member for Ayrshire, speaking in favour of the Bill said: "Its real and its only object was to reclaim destitute and helpless vagrants." The preamble and section 1 of that Act run as follows:—

"Whereas it is expedient that Reformatory and Industrial Schools in Scotland should be made more available for the education and training of vagrant children.....

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"1. When any young person apparently under the age of fourteen years shall, from and after the passing of this Act, be found begging, or, not having any home or settled place of abode or proper guardianship, and having no lawful or visible means of subsistence, shall be found wandering, and though not charged with any actual offence, shall be brought by any constable or police officer before any sheriff or magistrate, it shall be lawful for the said sheriff or magistrate, after due enquiry and due intimation to the parents, guardians, or others interested in such young person, if the same can be found, and unless the parents, guardians or other persons. shall appear and find security if he shall see cause, to order by a writing under his hand such young person forthwith to be transmitted to and received at any Reformatory School, Industrial School, or other similar institution within Scotland."

The first English Industrial Schools Act was introduced by Mr. Adderley, afterwards known as Lord Norton, and was passed in 1857 (20 and 21 Vict. Cap. 48). On the Second Reading of that Bill, Mr. Adderley emphasised the fact that the Bill was intended for the benefit of vagrant children, as witness the following quotations :—

"The object of the Bill was to render available such private institutions, in the nature of industrial schools, in England and Wales, as might be adapted for the care and education of vagrant children, and to enforce, as far as possible, parental care.—*Hans.* [145] 181."

"He wished to call attention to the circumstance that this Bill would carry out the measure which had been introduced by Mr. Speaker three years ago and assented to by Parliament, empowering the guardians of the poor to make provision for educating the children of out-door paupers. The present measure would supplement that Act, by enabling the guardians to educate all vagrant children in Industrial Schools.—*Hans.* [145] 182."

Section 5 of the English Act of 1857 ran as follows :—

"When any child is taken into custody on a charge of vagrancy under any local or general Act, the justices on receiving satisfactory proof in support of such charge, may, if the parent, or in case of an orphan, if the guardian or nearest adult relative of the child cannot at once be found, and provided there be any certified Industrial School, the managers of which are willing to receive him, order the child to be sent to such Industrial School for any period not exceeding one week, and shall direct due inquiries to be made, and notice (Form A.) to be given to the parent or guardian or nearest adult relative of the child, if any can be found, or to the persons with whom the child is or was last known to have been residing, of the

circumstances under which the child has been taken into custody, and that the matter will be inquired into at the time and place mentioned in the notice."

The following section, 6, enabled the justice, when the child was brought up after remand in accordance with Section 5., either to order the child to be discharged on receiving an assurance in writing that the parent or guardian etc., will be responsible for the good behaviour of the child for any period not exceeding twelve months, or, in default of such assurance, order the child to be sent to a certified Industrial School.

In 1861 both the English and Scottish Acts relating to Industrial Schools were consolidated and amended.

The first part of Section 9 of the English Act (24 and 25 Vict. Cap. 113) ran as follows :—

"Children of the descriptions hereinafter mentioned may be sent to certified Industrial Schools in pursuance of the provisions of this Act; that is to say,"

- "1. Any child apparently under the age of fourteen years found begging or receiving alms, or being in any street or public place for the purpose of begging or receiving alms.
- "2. Any child apparently under the age of fourteen years that is found wandering, and not having any home or settled place of abode, or any visible means of subsistence, or frequents the company of reputed thieves."

The first part of Section 9 of the Scottish Act (24 and 25 Vict. Cap. 132) ran as follows :—

"Children of the descriptions hereinafter mentioned may be sent to certified Industrial Schools in pursuance of the provisions of this Act; that is to say,"

- "1. Any child apparently under the age of fourteen years found begging or receiving alms, or being in any street or public place for the purpose of begging or receiving alms.
- "2. Any child apparently under the age of fourteen years that is found wandering and not having any home or settled place of abode, or proper guardianship, or any visible means of subsistence, or that frequents the company of reputed thieves."

Then came the great consolidating measure of 1866 which combined in one enactment governing Great Britain the hitherto separate enactments dealing with England and Scotland apart. It would appear from a collation of the various enactments quoted above, that the words in Section 14 of the Industrial Schools Act 1866, "proper guardianship," were introduced from the terminology of the Scottish Acts. The aim of both sets of enactments had been to cover the case of the vagrant children, but the form of words used to attain this end had varied.

EXHIBIT 3.

NUMBER OF CHILDREN OF VAGRANTS AND TRAMPS AT PRESENT IN INDUSTRIAL SCHOOLS.

Returns have been obtained from 32 likely schools in England and Scotland, having a population for the moment of about 3,000 boys and 600 girls.

The number of actual inmates who are known to be the children of persons who may be described as tinkers,

gipsies, tramps, or habitual vagrants, is 191, viz : 139 boys and fifty-two girls.

The varying opinions of the authorities of the schools on the capacity of these children as compared with others in the schools are illustrated by the following table :

Kind of Work.	No. of schools where tramp children are described as below the average.	No. where they are described as up to the average.	No. where they are described as above the average.
In Schoolroom - - -	18	7	5
At Industrial Training -	15	10	5

As to the proportion of such children discharged during the past five years whom it has been possible to separate from their parents on disposal, to keep separate and to get to settle down at some regular employment, the schools report as follows :—In the case of sixteen schools it is claimed that two-thirds or more have been so disposed of; in the case of four from one-half to two-thirds; in the case of three, less than one-half; others have had experience of but one or two, though one school, drawing

a distinction between tinkers or gipsies (Romany) and tramps or vagrants, states that the former cannot be weaned from their traditional mode of life, while much may be done with the latter: with the former, as one might say, a change of nature is called for, with the latter merely a change of habit.

Most schools regard tramp or vagrant children as more difficult cases altogether than other children received by them.

EXHIBIT 4.

Industrial School.
Desford,
Nr. Leicester,
10th March, 1905

Dear Sir,—In reply to your circular of enquiry re children of real tinkers, gipsies, tramps, or vagrants, I herewith forward the figures and information applying to this school :—

- 1. No. of such children in the school, seventeen.
- 2. Proportion of such to total number in the school 8·5 per cent.

3. Educational Capacity :—

- 3 or 17·6 per cent. above the average.
- 6 or 35·3 per cent. average.
- 8 or 47·1 per cent. below the average.

—
17
—

Industrial Capacity :—

- 3 or 17·6 per cent. above the average.
- 8 or 47·1 per cent. average.
- 6 or 35·3 per cent. below the average.

—
17
—

J. G. Legge, Esq.,
Inspector of Reformatory and
Industrial Schools,
London.

4. During the last five years fourteen such boys were licensed or discharged. Appendix XXXV.

Separated from parents on disposal 14
Since dead - - - - - 1
Kept separate and settled down to regular employment - - - 11 or 85 per cent.

Army	-	-	-	4
Farm service	-	-	-	3
Emigrated	-	-	-	2
Apprenticed blacksmith	-	-	-	1
Bricklayer	-	-	-	1
				—
				11
				—

Of the two returned to parents :
One deserted from the Army at parents' instigation.
One returned to parent after being separated three years, and now desires to be replaced apart.
On admission these cases are specially noted, and throughout their detention are prepared for disposal apart from friends. I am, dear Sir,

Yours faithfully,
C. OXLEY,
Superintendent.

APPENDIX XXXVII.

COUNTY COUNCILS AND INDUSTRIAL SCHOOLS.

CIRCULAR ISSUED BY THE HOME OFFICE.

Home Office,
London, S.W.,
30th December, 1903.

SIR,—I am directed by the Secretary of State to ask you to be good enough to draw the attention of your Council to the effect of the Education Act, 1902, on the powers and duties of county councils in relation to industrial schools. A county council (as heir to the old prison authority) is already, by the Local Government Act of 1888, a local authority for the purposes of the Industrial Schools Acts. The transfer to the Council by the Education Act, 1902, of a school board's powers does, however, something more than duplicate its existing powers. It is now the duty of the Council to enforce school attendance under sections 11, 12 and 13 of the Elementary Education Act, 1876, and the sanction on which rests its power to enforce attendance is either a fine on the parents not exceeding 20s., or committal of the child to a day industrial school or a truant industrial school or an ordinary industrial school. It appears to the Secretary of State that it is within the option of a county council to exercise its industrial school powers as successor to the old prison authority independently of its powers as the new education authority, save of course in the matter of school attendance; but the Secretary of State is strongly of opinion that the Council will be well advised to resolve to discharge those duties in its latter capacity only, and for the following reasons :—

(1) There seems to be a general agreement that the education committee will be the committee best qualified to deal with these matters.

(2) Accounting will be simplified. The expenditure from the rates on industrial schools will most reasonably and conveniently be exhibited in connection with the accounts of expenditure on other classes of schools maintained or subsidised by the Council.

(3) If the county council does not elect to exercise its powers in the capacity of education authority only, a good deal of confusion may arise, seeing that in that event there will be in certain districts of the county concurrent jurisdiction between the county council and new education authorities representing urban district councils with a population of over 20,000 and councils of boroughs with a population of over 10,000 which are not quarter sessions boroughs. So far as county councils elect to proceed under the enactments relating to industrial schools in their capacity of local education authorities rather than as prison authorities, the concurrent jurisdiction of those bodies and of the councils of non-county boroughs and urban districts, who will be local education authorities under Part III. of the Education Act, 1902, will not arise.

A question has been raised whether it will be practicable for the county council, as local education authority, legally to accept and deal with the liabilities assumed by it up to the present as prison authority in respect of schools already existing, whether schools provided by the council as prison authority or voluntary schools with the managers of which the council as prison authority has made agreements. There appears to the Secretary of State to be a simple way out of these difficulties :—

(a) Where the county council (as prison authority) or any school board in its area has made agreements with existing schools under voluntary committees, the "county council" might formally terminate them and the "education authority" might make fresh ones.

(b) Where a county council (as prison authority) has established and maintained an industrial school of its own, the "county council" might resign its certificate and the "education authority" might apply for the issue of a new one.

Another point occurs in connection with the duty of the enforcement of school attendance which will devolve upon county councils as a new duty. It has already been stated that the sanction on which rests the power to enforce school attendance is either a fine on the parent not exceeding 20s., or committal of the child to a day industrial school, a truant industrial school, or an ordinary industrial school. It appears to the Secretary of State to be highly desirable that mere truants, *e.g.*, children dealt with under sub-section (2) of section 11 of the Education Act, 1876, should, if committed to industrial schools, be committed either to day industrial schools or to the short detention schools known as truant schools. It may be observed that the raising, by section 6 (2) of the Elementary Education Act, 1900, of the maximum fine on parents to 20s. has had a marked effect in reducing truancy in the large centres of population; consequently there will probably be found in existing schools accommodation for truants from districts where truant schools have not been established; enquiry is all that will be necessary. A list of schools certified by the Secretary of State is published in which truant schools are clearly set out, and a copy of this can be supplied on application. On the other hand, it is equally desirable that children should not be dealt with as mere truants who are more suitable for detention in an ordinary industrial school.

Finally, I am to forward to you, in the hope that it will be of service to your Council, the enclosed brief statement of its principal powers and duties in relation to the enforcement of the Industrial Schools Acts and of school attendance. The Secretary of State has no doubt that local education authorities will be fully alive to the importance of their functions in these regards, amounting as they do to the watching and the checking of the causes which make for juvenile delinquency.—I am, Sir,

Your obedient servant,

M. D. CHALMERS.

The Clerk to the
County Council.

(Enclosure to Circular.)

BRIEF SUMMARY OF THE MAIN PROVISIONS OF THE
LAW RELATING TO INDUSTRIAL SCHOOLS.

Industrial schools are of three kinds :—

(i.) Ordinary industrial schools, where children are detained for a term of years and then placed out in the world. Industrial Schools.

(ii.) Short detention or truant industrial schools.

(iii.) Day industrial schools.

The children who can be sent to industrial schools may be thus classified :— Children who may be sent.

(1) *Destitute children*, if orphans; if found wandering; if surviving parent is in prison; if mother in prison having been twice convicted of crime. (2) *Mendicants*. (3) *Vagrants*, if destitute; if not having proper guardianship. (4) *Paupers from workhouses*, if refractory; if either of the parents has been convicted of crime punishable with imprisonment. (5) *Truants* from public elementary schools, if education neglected; if found habitually wandering; if found not under proper control; if found in company of rogues; also truants from day industrial schools. (6) *Incipient criminals*, viz. :—those charged with offences or found associating with thieves. (7) *Children of bad parents*, viz. :—children taken from disorderly houses; children not having proper guardianship if found wandering; children not under proper control; children having a surviving parent in prison, if destitute; children whose mother, having been twice convicted of "crime," is in prison, if they are destitute; workhouse children either of whose parents has been convicted of crime punishable with imprisonment.

The principal enactments governing the committal of these children are :— Chief enactments governing committal.

(i.) The Industrial Schools Act, 1866, sections 14

(as amended by Industrial Schools Acts Amendment Act 1880), 15, 16 and 17.

(ii.) The Prevention of Crimes Act, 1876, section 14.

(iii.) The Elementary Education Act, 1876, sections 11, 12 and 13.

(iv.) The Youthful Offenders Act, 1901, sections 1, 5, 6, 8, 9.

As the enforcement of school attendance will be one of the main concerns of the local education authority, special attention may be directed to the provisions of the last named Act (as amended by sections 6 (2) of the Elementary Education Act, 1900) with regard to the committal of children to industrial schools for breach of attendance order.

The liability of a child to have an attendance order made against it is thus fixed by the Statute ;—

(a.) If the parent of any child above the age of five years (s. 48) who is under the Act prohibited from being taken into full-time employment (s. 5) habitually, and without reasonable excuse (s. 11), neglects to provide efficient elementary instruction for his child ; or,

(b.) If any child be found habitually wandering, or not under proper control, or in the company of rogues, vagabonds, disorderly persons, or reputed criminals,

it shall be the duty of the local (school) authority, after due warning to the parent, to complain to a Court of Summary Jurisdiction, &c., which may order the child to attend some certified efficient school. Then by section 12, if without reasonable excuse (s. 11) any child neglects to attend school in pursuance of the attendance order, the Court may, on the complaint of the local (school) authority, in the first case of non-compliance impose a penalty not exceeding with the costs 20s., or if the parent satisfies the Court that he has used all reasonable efforts, may send the child to a certified industrial school ; only, however, to a certified *boarding* industrial school, if it appears to the Court that there is no certified day industrial school suitable to the child. In the second case of non-compliance, the Court may impose a like penalty, or (as above) send the child to an industrial school, or do both (Elementary Education Acts, 1876 and 1900).

A local education authority may either (a) establish and maintain an industrial school of its own (section 28 of the Education Act, 1870, as amended by section 15 of the Education Act, 1876), or (b) contribute on such terms as it thinks fit towards the maintenance of children sent from its district to an industrial school managed by another local education authority or by a voluntary association, and towards the building or upkeep, &c., of such school (section 27 of the Education Act, 1870, as amended by section 14 of the Education Act, 1873 ; and the Elementary Education (Industrial Schools) Act, 1879).

Appendix
XXXVII.

Power of
Education
Authority
either to
establish
schools of
their own
or use others.

APPENDIX XXXVIII.

STATEMENT GIVING PARTICULARS AS TO VAGRANTS RELIEVED AT THE ST. AUSTELL CASUAL WARDS—NOVEMBER, 1904, TO JANUARY, 1905.

(Handed in by Mr. Preston-Thomas.)

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Nov. 1	W. R.	43	Bricklayer -	Truro -	Liskeard -	M. ; wife and children in Sheffield	Wales for 8 weeks ; stopped 3 weeks ago	Slackness of work -	Well-built working man, not too clean	Already, if story be true, showing effects of tramping.
, 2	W. S.	55	Steamboat fitter	Falmouth -	Liskeard -	W. -	With John Lard's 9 years, and 7 years previously with one firm ; odd jobs since leaving John Lard's ; sickness	Depression in building, owing to war	Clean, intelligent man	Got careless after wife's death, and too fond of drink.
, 6	T. K.	48	Labourer -	Liskeard -	Did not know ; either to Bodmin or Truro	S. -	22 years in New Zealand, came home 6 years ago ; steady there last 6 years and saved money. Worked five weeks in the Teign Valley railroad ; finished three weeks since	Through drink -	Ragged and dirty.	
, 6	R. U.	58	Engine driver -	Bodmin -	Truro, and then to Penzance workhouse	S. -	Worked in Wales ; tramping 3 months ; works finished and sickness	Cannot get work ; thousands out	Fairly clean -	Showing effects of tramping.
, 6	J. R.	36	Shoemaker -	,	Truro -	S. -	Worked in Southampton 9 months ; stopped 5 weeks ago ; wages averaged 16/- per week	Depression in trade	Clean ; tramping 5 weeks ; first spell	Should judge him to be somewhat of an indifferent tradesman

Nov. 6	F. W.	32	Painter	-	Bodmin	-	Truro	-	S.	-	Worked at Swindon 5 weeks; finished 4 weeks since	Work short; stopped with the rest	Clean; tramping 4 weeks; first time	Should judge him to be somewhat of an indifferent tradesman
" 8	W. F.	32	Moulder	-	Redruth	-	Liskeard	-	S.	-	Worked as a labourer at Hayle powder works 6 months; stopped with 20 others on Saturday	Slackness in trade	Clean; without a waistcoat	Fond of his liquor.
" 12	W. W.	68	Monumenta Mason	-	S. Columb	-	Plymouth	-	W.; no children	-	Wales 1 year; building finished 6 months ago; tramping since; first spell	No work	Fairly clean	Broke up home on wife's death; lodgings since.
" 12	T. J.	76	Miner	-	Truro	-	Liskeard	-	W.; two sons in S. Africa	-	Jobbing labouring; too old to work; going back to Liskeard Workhouse; been there 3 times	No work; hundreds out of work	Two-thirds drunk; a friend gave him a pint of beer. Has worked in all the mines in the St. Austell and Liskeard district	An old bird; story correct.
" 13	H. R.	48	"	-	Liskeard	-	Camborne	-	S.	-	Worked in Exeter 2 weeks; tramping 2 months; has been in S. Africa	Depression in trade; dying industry	Clean and decently dressed	Careless; drink.
14	J. B.	47	Saddler	-	St. Columb	-	Liskeard	-	S.	-	Worked 6 weeks ago; jobbing on the roads nigh 12 months; many years in previous situation	Machinery. Compositors wanted	Tramping effects showing; takes his beer.	An old broken down man.
" 16	J. S.	68	Printer	-	"	-	"	-	S.	-	No steady work for 2 years; been tramping that period; does not drink much	A complete specimen of the genus tramp.	Fairly clean but going down at heel	
" 17	E. B.	61	Labourer-	-	Bodmin	-	Anywhere	-	S.	-	Tramping 6 years			

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—continued.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Nov. 17	J. W.	40	Moulder -	Truro -	Liskeard -	W. -	1 year with G.W.R. Coy. ; 8 years in the Army ; re-engaged for S. Africa and invalided home after Lady-smith	No work ; 6 weeks on tramp, went for a day or two seeking work	Clean, not healthy	From appearance and story a case deserving pity and help.
" 18	J. W.	63	Painter -	" -	" -	S. -	Six months in Whitechapel for Salvation Army. Tramping five weeks ; first period ? " Booze if I tell the truth "	Getting old and lack of work	Clean, clothing much worn ; down at heel	An old broken down man.
" 18	W. S.	48	Seaman -	Liskeard -	Falmouth -	W. ; n o - family	Got on the booze at Plymouth and missed ship ; first time on tramp		Well educated man ; lost his certificate after an accident off Ceylon	Decent looking sailor.
" 18	G. R.	34	" -	" -	" -	S. -	First experience, never again		Respectable looking sailor, an American	
" 19	J. L.	51	Bricklayer -	Truro -	Liskeard -	S. -	Worked at Tedworth 4 months ; tramping 6 weeks ; often has to tramp ; does not booze much	Nothing to do		
" 20	F. R.	38	Labourer -	Bodmin -	Truro -	S. -	Devonport dockyard 2 months ; finished 3 weeks ago ; first spell tramping	" No good to tell a lie ; a drop of beer, that is all "	Clean and tidy	Native of Fowey.
" 20	E. T.	35	" -	" -	" -	S. -	Worked in Wales 3 months ago ; never tramped before	No work	Ragged, dirty	Low type.
" 20	W. B.	62	Mason -	Falmouth -	Bodmin -	S. -		Depression of trade	Tramping on and off for 14 years	Well known in all the Workhouses.

Nov. 21	T. S.	32	Seaman -	Truro	"	S.	Six weeks ago on a ship ; there 6 months ; tramping since. "Drink I guess that's what brought me here"	Shipping slack	Clean, intelligent American sailor ; tramped there ; only 6 weeks in this county	Showing effects of drink and tramping.
" 21	J. S.	68	Labourer ; has been a hawker	Bodmin	Truro	W. ; no family	Worked in Exeter 4 days, 6 weeks ago ; been tramping several years	No work	Dirty	An old tramp
" 22	E. S.	25	Labourer ; left the Army 2 years	"	Redruth	S.	Worked in Sussex 5 weeks, Devonshire, 2 weeks, 2 weeks ago ; no constant job since leaving the Army ; says he had a good character and two medals on leaving the Army ; served with the Foot Guards in South Africa	Without a trade	Clean, well-built man	Looks fit to do a day's work easily
" 22	G. M.	32	Labourer -	"	"	S.	Left the Royal Field Artillery 15 months since ; nothing constant ; tramping since ; worked 18 days in Exeter ; 13 years in the Army, Bombadier ; says he had a very good character ; wanted to re-join ; refused ; bitterly complains as to Army promises not fulfilled as to getting work or a job on return to civilian life	No work	Clean, very intelligent	
" 23	W. L.	66	Labourer ; hawker previously.	Liskeard	Truro	W. ; 1 daughter married to a railway porter	Worked harvesting last summer in Devonshire ; last long job in St. Austell 4 years ago, 10 months ; always on the move ; when wife was living had a horse and cart and did hawking	Getting old	Person clean, clothes well worn and ragged	Says he was never in a casual ward before this.

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—continued.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Nov. 24	T. J.	42	Iron ore worker	Bodmin	Truro	S.	Worked in Swansea 9 months ago for 15 months, shortened hands ; tramping since ; never tramped before	Drink a great deal to do with it	Showing effects of the road	
" 24	J. M.	59	Sawyer	Liskeard	Falmouth	S.	Worked in Staffordshire for 4 months ; 3 months since quarrelled and left ; 9 months on previous job. "Things are very bad in my line of business"	"Should not have been here if not for the drink"	Clean, but showing effects of drink and the road	An old man before his time.
" 25	W. D.	65	Labourer on public works	Bodmin	Truro	S.	Worked in Somerset for a short time	Rheumatism	Clothes shiny	Seems to be fond of a roving life.
" 25	H. B.	36	Cycle maker	"	"	S.	Worked at the Phoenix Works, Coventry, for 3 years ; stopped 9 weeks ago with 500 others ; tramping since ; first spell. Entered casual wards short time back ; trained from town to town seeking work until money exhausted	No work	Hands show that this man has worked at iron-smithing very recently ; clothes ragged	Unless off the roads shortly will develop into a tramp.
" 25	J. W.	46	Public works labourer	"	"	S.	Left Leeds 9 weeks since ; worked there ; next place Langport, Som. ; there 2 weeks. 6 years as maltster in Wakefield ; got on the booze at Christmas and off the job ; nothing steady since	"Because I can't get work"	Says he is breaking down under it	Intelligent man.
" 25	W. C.	24	Labourer	"	"	S.	Worked in London on a sewer 3 years ago	No work	Ragged and dirty	A young but a complete specimen of a tramp. Work-shy.

Nov. 25	J. S	42	Public works labourer	"	"	"	S.	Worked at Paignton 2 weeks; at Castle Carey railway 6 weeks; at Swansea waterworks 3 months; 10 years tramping on and off; "been in hundreds of spikes"	"Drink with me has a lot to do with it"	Ragged and dirty; "see more dinner times than dinners"	Careless and drunken tramp.
" 26	W D.	40	Fitter	-	Liskeard	-	-	Tramped first 8 years ago but has worked in one place 5 years in that period; 8 years in Artillery, 4 years in Reserve	Worked the job out and lack of work; came into Cornwall seeking work; nothing to eat between Bodmin breakfast and St. Austell supper	Fit to do a day's work.	
" 27	J. B.	50	Stable labourer	-	Bodmin	-	S				
" 27	W. D. E. "	62 47	Engine driver - Factory hand	"	"	-	M., 3 children by previous wife in Manchester with friends	14 years with Mathers and Black, Manchester; finished there in July last; rheumatism, home 8 months on part pay; tramping since	Seeking work; no benefit to be on the roads; nothing to eat from breakfast at Bodmin to supper at St. Austell		
" 29	G. N.	42	Farm labourer	Truro	-	-	S.	7 years in Cambridgeshire, 2 years in Norfolk, 3 months in Derbyshire; finished in August; tramping since; first spell	Subject to fits. "Had 1s. given me and did not go in Truro casual ward; piece of seed cake for dinner"	Ragged and dirty.	
" 29	C. J.	42	Labourer	-	Bodmin	-	S.	Last 4 months selling water-cress in Plymouth	Frost has killed the watercress.	Says he has work awaiting him at Helston	
" 29	J. C.	29	"	"	"	-	S.	In the Garrison Artillery 8 years; came out 20 months since; has worked 1½ years in one place during that period; tramping 10 days; first spell	Stopped at Paignton waterworks; no dinner previous day; "what I had at Bodmin did for me until I had your supper here. Left army with a good character; thought I would have a change; much regret it now; it is too late; I never thought it would be like this"	Well built, respectable looking, feels his condition acutely.	

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—*continued*.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Nov. 30	H. P. wife E. T. { F. { M. { F. { children	30 27 10 8 6 10 m'ths.	Labourer	St. Germans	St. Austell	M.	Left St. Stephen's (St. Austell union) 2 years ago for Devonport; expected work there, but did very little; came out of Devonport workhouse on Tuesday	-	Children very tired. A few cases like this seen by those in authority and it would soon be penal for parents to take children on tramp.	
Dec. 2	J. C.	43	Sailor	Looe	Falmouth	S.	Never in a casual ward or on tramp before; "got on the booze at Plymouth and ship went on without me; a gentleman allowed me to sleep in his stable at Looe and gave me breakfast—nothing to eat between that and S. Austell"	-	-	A boozing sailor.
" 3	S. P.	63	Clerk and Inventor	Liskeard	Falmouth	W.; no family	Last permanent employment 15 years since; there 5 years	Age, and inventions not coming off	Nice looking but broken down old man	Evidently was an educated gentleman; now a crank; poor fellow, what a contrast!
" 4	J. K.	52	Labourer	Bodmin	St. Austell clay works	S.	Worked on Salisbury Plain 4 months; stopped on Thursday last with 160 others; on previous job 3 months; discharged from the Royal Scots 16 years ago	Stagnation in trade	Intelligent man, clothes well worn	Says he does not drink (?) What became of wages—unanswered.
" 6	S. E.	50	"	"	Truro	S.	Worked at Bristol 6 months on a sewer; sewer finished 4 weeks since; stopped at Bristol until money all spent; on the roads 2½ years; worked for 10 years previously at the Stanton Iron Works, Notts,	No work	Well built man, clothes showing signs of tramping.	

Dec. 6	P. R.	26	"	"	"	"	"	"	Worked for a farmer near Exeter 4 days; tramping for 10 years	Can't get work	Ragged, dirty	Low intellect.
"	R. S.	40	"	"	"	"	"	"	7 years in the Army; discharged in 1891. 4 years in one job, 3½ years on another, worked in Bristol 6 weeks; stopped 3 weeks since; nothing to eat from breakfast until supper	Can't get a regular job; would work	An old man at 40	Feels his position acutely.
"	J. S.	37	"	"	"	"	"	"	7 years with the colours, 5 years in the Reserve. Discharged 1898. Worked in Tavistock one year	"Booze; can't keep from the drink"	Clean, tidy, healthy man	Happy-go-lucky style.
"	W. B.	29	"	"	Bodmin	Penzance	"	"	9 years in the Army; invalided out 2 years ago; worked on Paignton water works 2 months. At Wat-chett 8 months, until all labourers' work finished	Work scarce everywhere	Respectable.	
"	H. T.	35	"	"	"	Truro	"	"	Worked on Salisbury Plain 10 weeks; stopped with 150 others. Previously for 1½ years as casual porter on the Midland Railway at Sheffield, part time only	Lack of work	Showing signs of tramping; came on the roads 6 months ago for the first time	Thoughtless.
"	H. L.	20	"	"	"	Camelford	"	"	Worked with Hancock, the round-about-man, during the Summer; tramping on and off 12 months; in prison twice, begging and robbery	No work (Note in the News-paper since that a Henry Laxton sent to prison for 7 days for begging, and on Dec. 28th a Henry Laxton aged 19 was sent to prison for three months for an assault on a female in N. Cornwall)	Dirty, ragged; sores	A likely recruit for the tramp army.

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—continued.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Dec. 7	C. M.	63	Donkey-man, 4th Engineer	Bodmin -	Fowey -	S. -	"Ship, the 'Beamish,' wrecked off Holland last August ; in her from the previous Nov. ; landed at Harwich ; paid my fare to London and then to Cardiff, where I generally shipped from, and then back to London. Spent all my money and commenced to tramp 5 weeks ago"	"Lack of Shipping. A Clergyman's son. Father paid premium for 3 years as an engineer pupil; he died and I was left without a profession. I have a good knowledge of Spanish, German and French; was never drunk in my life, but gambled in S. America ; gentleman for one night and a beggar all the rest of the week"	Clean - - -	Impossible to understand why this man should be a tramp.
" 10	R. S.	56	Labourer, Public Works	Liskeard -	Truro -	S. -	Tramping 4 weeks ; worked at Devonport Water Works for 4 months ; Liskeard first casual ward for 10 years	Out of employment	"Drink greatest part of it—that's my downfall."	
" 10	W. T.	68	Mason	Liskeard -	Truro -	S. -	Here 4 months ago ; not a day's work since previous visit	No work - - -	Clean - - -	Not fond of work.
" 10	J. A.	32	Gardener -	" -	Redruth -	S. -	Worked at gardening in Plymouth 6 weeks ; tramping 9 weeks. Discharged from the 65th R.F.A. after 34 years' service, and received 1½ years' imprisonment for sleeping whilst on sentry duty at Magersfontein	Nothing to do -	Ragged and dirty -	Every indication of becoming a habitual tramp.
" 10	W. J.	29	Plumber -	" -	Truro -	- -	Did a fair day's work, but omitted to question him.			

Dec. 10	W. S.	30	Labourer	"	"	"	"	Omitted to question him.	—	A decent-looking tramp.
" 10	J. H.	50	"	Bodmin	"	"	"	Do.	—	
" 10	J. W.	30	"	"	Falmouth	"	S	On tramp 8 or 9 years ; worked at many places in that period for spells of 3, 5, and 6 months	No home.	
" 10	W. T.	55	"	"	Truro	"	Wife in hospital	Worked at Bodmin 1½ years on asylum extension ; finished 6 months ago ; tramping since. Commenced on the roads 20 years ago	Work scarce - -	A confirmed wanderer.
" 12	J. S.	42	"	Truro	"	Bodmin	"	Here on Nov. 25th	—	See remarks : if possible more disreputable.
" 13	E. B.	61	"	"	"	"	"	Here on Nov. 17th	—	Ragged, dirty ; a disgraceful specimen of humanity.
" 14	H. H.	41	Labourer	"	Liskeard	"	"	"Worked on the Barrow water works, Bristol, over 12 months shortened hands ; tramping since ; spend my money freely when working ; have tramped a week before, but never so long as this"	"Can't get work. I got nothing to eat between Truro and St. Austell—afraid to ask"	Clean, tidy.
" 14	F. P.	54	Labourer	Liskeard	"	Truro	"	Worked at Pembroke docks ; discharged on Nov. 5th on reduction of hands ; 4 weeks' tramping ; carries a notice to workmen of discharge on reduction from the C. Engineer of the Pembrokeyard, served 12 years in R. Artillery	No work. Bitterly complains of the lack of facilities to wash his shirt. "I ask for food and intend to ; would rather go to prison on a full than an empty stomach"	Clean, respectable looking labouring man.
" 14	C. C.	48	Bricklayer	Liskeard	"	"	"	Worked all the summer in South Wales ; "put it down in big letters ; drink—nothing else whatever. 6 years on and off the roads ; work a few months and have a bust up"	"Cornish folks are good for a bit of food, I had a nice warm pasty at — and I enjoyed it"	A fair good specimen of a man.

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—continued.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Dec. 14	J. G.	45	Labourer -	Liskeard -	Truro -	S. -	Worked at Chepstow 2 years. "I played the fool (drink) once too often and was stopped on the 2nd week in Nov. ; tramping since"		Inclined to run down -	Will make a tramp if he does not pull himself together.
" 14	W. E.	53	Fitter -	Redruth -	Liskeard -	S. -	Worked in Bristol 1½ years ; stopped 6 weeks ago ; on the roads 4 weeks. "I lost many a job through drink"	Shortness of work. "I got my dinner on the road"	The same remarks to the previous case will apply here.	
" 14	F. S.	35	Fitter -	" -	Bodmin -	S. -	Worked on the Midland Railway at St. Albans 5½ years ; stopped last Sept. hands reduced ; the casual wards now on and off for 5 weeks ; stayed at home, "spent my money and pawned my things before going on the road"	Lack of work "I asked for something to eat on the road"	Clean but running down at heel	An intelligent man, with, I should say before going on the roads, a most presentable appearance.
" 17	J. L.	50	Labourer - Sailor previously	Liskeard -	Truro -	W. 11 years, 2 children with relatives	Worked in Weymouth dock from April to October ; previously in Hull 15 months ; on the roads one month ; on the roads 3 years ago for 11 months	Work fell short "Got my dinner on the road"	Clean	A discontented, talkative man : will quote from Shakespeare by the yard. Will eventually degenerate into a confirmed tramp.
" 18	H. S.	66	Labourer -	S. Columb -	Liskeard -	S. -	Last permanent place Low Moor ; there 18 years ; discharged on account of drinking habit ; tramping on and off since. "Pinched at Plympton and Bodmin for begging"	"No sense to keep my money"	Ragged and dirty	A confirmed tramp.
" 19	H. S.	36	" -	Truro -	" -	S. -	Worked at Salisbury Plain 7 weeks, at High Wycombe 4 weeks, at Lincoln 8 weeks, 3 weeks tramping this spell ; first started on tramp 14 or 15 years ago ; longest spell of work in that period 3½ years for the L.C.C. ; got drunk and was sacked	Can get nothing to do	Clean but ragged "I mouched my dinner and shall have to do the same thing to-morrow."	

Dec 19	F. T.	65	Mason	-	Liskeard	-	Truro	-	W.; 2 sons in Africa	Worked at Bovisand for 16 weeks, and at Paignton water-works 6 weeks; tramping this spell 4 weeks; went on tramp first 10 or 12 years ago	"I got my dinner given to me"	Ragged and dirty	Well known in all the casual wards.
"	20	R. S. ?	Labourer ? Confectioner	-	" Lodging House	-	Penzance	-	S.	"Worked 6 months on my last job; finished 3 weeks ago; never in but 2 casual wards"	"Quarrelled with my sister"	Clean, respectable looking young man	Persuaded him to write to his mother, which he did.
"	22	J. F.	Public works labourer	-	Liskeard	-	Truro	-	S.	Worked 4 days for a farmer 4 days ago; on Salisbury Plain 3 months; previously on the Birmingham water-works on the Elan Valley 12 months	"Drink some of the cause. Dinner—went without it"	Clean	Respectable, tidy looking man.
"	22	A. W.	Labourer	-	Bodmin	-	St. Ives	-	S.	Worked on the Avonmouth docks 6 weeks; Gloucester 2 months; wanted a change—in the 19th (West Riding) Regiment, 7 years; discharge in 1895; rolling stone ever since; working 6 to 8 months on a job	"Dinner—begged it"	Dirty, ragged	A ne'er-do-well.
"	22	J. T.	Farm labourer	-	Liskeard	-	Truro	-	S.	Worked in Norwich on a farm for 3 months; 14 years in the Army; discharged in 1894; tramping on and off for two years	No work	Gathered finger; clean	Delicate, unhealthy man.
"	23	J. T.	Puddler and labourer	-	Laid rough 4 miles out of Cameford	-	Hayle	-	S.	Worked on the Avonmouth docks 7 months; stopped 4 weeks last. Wednesday with 400 others; on the Rhayader water-works 4 months; first tramped 4 years ago; on and off each winter since. Wages as a puddler 25s. to 30s. per week; spent 12s. per week in drink and amusements	Bad trade in the iron works. Break-fast and dinner—"a gentleman lost his stick and gave two of us 4d., and we bought a bit of food"	Ragged	A wasted, thoughtless life, so far

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—continued.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
24 1904. Dec. 23	F. S.	36	Labourer -	Laid rough 4 miles out of Camelford	Hayle	S.	Worked on Coventry tramway 6 weeks ; stopped 5 weeks ago ; previously at Wincombe 3 weeks and Basingstoke 5 months ; first commenced to tramp last winter. In the 67th Foot 12 years ; discharged in 1902. A horrible life	No work. Dinner, "I get hungry and must ask for food"	Showing effects of the life	Will turn out bad if not got off the roads.
"	W. M.	37	Miner	Liskeard	Camborne	S.	Worked at Exeter 3 weeks ; men paid off. In Dolcoath and Camborne 12 months ; first commenced to tramp 12 months since ; "drink caused my losing the job." In the R.G.A. 8 years ; discharged 1902 ; now in D.C.L.I.	Lack of Work. "Dinner—Didn't get none at all ; if you beg you go to prison"	Neat, clean	Thoughtless man.
"	T. W.	30	Moulding works machinist	"	Truro	S.	Worked in Newport, Mon., 2 years ; finished in July ; been in hospital 10 weeks, 5 weeks tramping.	Slackness of trade. "Dinner—I had no dinner ; beg—can't face it"	Clean, but running down	Delicate.
"	G. M.	42	Labourer -	Truro	Bodmin	S.	Worked on Avonmouth docks, Bristol ; stopped with 270 others 4 weeks ago ; previously at Castle Carey 4 months. Served in the 49th 12 years ; discharged May, 1902. Joined the Bodmin Militia with V.G. character ; first casual ward 3 weeks ago.	Nothing to do. "Dinner—Had nothing ; don't like to beg"	Clothes well worn.	
"	J. F.	43	"	"	"	S.	Worked on the Avonmouth docks 3 weeks ; previously Spalding sewage works 4 months. In the 10th Lincoln's 4 years ; invalided out. Followed public works previous to "fisting" and since ; born in a hut ; first tramped 16 to 17 years ago and every winter since —from public work to public work	No work. Dinner—"I had none ; don't like prison" No casual wards in Scotland ; sleep in contractors' huts ; much better than casual wards ; can get away early in the morning and secure a job	Clothes ragged.	Intelligent fellow.

Dec. 27.	W. A.	57	Chimney sweep	Liskeard -	-	Truro	-	M. -	Has a wife at Falmouth ; going to join her there. Has his chimney-sweeping apparatus with him.	Drink and carelessness	Well built able-bodied man, fit to do a good day's work at any time	
"	28	42	Labourer	Bodmin -	-	Falmouth	-	W. 5 years, no family	Worked on Exeter tram 3 weeks ; previously on the Avonmouth dock for 2 years ; tramping 2 weeks. Served in the King's Royal Rifles 12 years ; Discharged in 1890 ; "first tramped when I lost the Missis"			
"	28	62	"	Truro -	-	Plymouth	-	S. -	Worked on the Avonmouth docks 3 weeks ; first tramped 36 years ago, and on and off since, though "I have worked most of the time except the last 6 months. Contractors will sack 'em now if you only begin to look old"	Drink and getting old	Ragged and dirty -	An old broken down man, fit only for a workhouse ward.
"	30	50	"	S. Columb -	-	Liskeard -	-	S. -	Worked in Southampton dock on and off for several years, tramping during the off period ; stopped work last summer ; tramped first 5 years ago. Early in life was an assistant butler and groom ; got out of it by sleeping in the mornings	Slackness of work	Ragged and dirty - Dinner—"Oh! I had to beg it, of course"	Thoughtless and indolent.
"	30	45	"	" -	-	"	-	S. -	Worked on the Castle Cary railway 2 months' stopped 3 weeks ago ; tramping since. Previously on the Uxbridge line 3 months ; tramped 3 years ago ; served in the Devons 8 years, discharged in 1889. "After leaving the Army I was in Ilfracombe 11 years as a mason's labourer"	Nowork	Clothes ragged, clean - Dinner—"Had to go without it ; not safe to beg down here unless you want to go to Bodmin ; and I don't want that"	Hungry, frightened look.

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—*continued*.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1904. Dec. 30	W. B.	60	Labourer	Falmouth	Bodmin	S	Worked in Sussex 6 months; finished 6 weeks before Xmas; on a railway near Sheffield for 6 months; tramped first 6 to 7 years ago and not again until now; "pawed my waistcoat and coat to keep me out of these places." Served 8 years in the Royal West Surrey Regiment; discharged in 1889	Lack of work—"my fault (drink) many times before, not this time though." Dinner—nothing to eat between Falmouth ward and this ward	Not too sweet.	
" 30	G. L.	35	Collier and labourer	Truro, lodging-house	Liskeard	S	Worked in Mount Ash 3 months; off 6 weeks ago; in Pembroke 6 months; left New Tredegar Colliery 1½ years; there 20 years; "got drunk and left the pits. Wages there averaged 35/- per week; paid my mother 15/- per week for board and spend the rest on myself"	Dinner—bought 1½d. worth of bread at Truro	Ragged, bad hand	Careless.
" 31	T. H. B.	21	Shoemaker	Bodmin	Truro	S	Discharged from the navy after 3 years service as unsuitable; knocking about in Plymouth 2 months	No work. Dinner—"I begged it"	Very seedy	A youngster going to the bad.
1905. Jan. 1	B. B.	40	Bricklayer	Liskeard	Penzance	S	Worked at Kingston one week; previously jobbing about in London for 10 months; tramped first 12 months ago; this spell 9 days; Liskeard first casual ward; "paid my lodgings until then"	Scarcity of work. Dinner—"I am having it now"	Looking rough for 9 days tramping only.	
" 1	J. S.	53	Charwoman	Truro	Plymouth	S	Well known character at Truro workhouse and Bodmin prison.			

Jan.	E. M.	35	Labourer; formerly a grocer's assistant	Liskeard -	Redruth -	S. -	Was with the Imperial Bushmen in South Africa; discharged 1902; came to England and "spent my money in a business (hawking) that was not a success;" worked on the Castle Carey line 8 weeks; on the Rhayader water works 1 year	No work; dinner—"went without it"	Showing effects of tramping.	
"	C. K.	60	Labourer; originally a game-keeper	Bodmin -	Truro -	W., no family	Worked last in Essex on the Kelvedon line 2 years until job complete 5 weeks before Xmas; on the roads since; "paid my lodgings at first; never in 6 casual wards before this spell. Was with one firm in London for 13 years until my wife's death; got careless and took too much drink; and went as a public works laborer"	Slackness of work; dinner—"I had none except a cup of tea and a piece of cake a woman gave me. I can't mouch. Drink has prevented me saving money, but I never got out of a job through it; it is a habit amongst many on public works, when paid off, to spend all they have before tramping to the next job."	Clean, clothes well worn and not sufficient	Intelligent man.
"	J. Y.	40	Labourer	Truro -	Bodmin -	S. -	Worked near Exeter 2 weeks, and odd times during the Summer with the farmers in part	Drink—"something to do with it; dinner—I had it given to me"	Ragged, dirty, unhealthy, low intellect	Not fit to be at large.
"	W. T.	69	Mason	Liskeard -	Truro -	S. -	Admitted on Dec. 10th	A talkative tramp.		
"	G. D.	50	Labourer	Truro -	Liskeard -	S. -	Worked at the Avonmouth 18 months; stopped 10 weeks ago with 150 others; tramped first 4 years ago; wages averaged at Avonmouth 12s. per week, take wet and dry	"Can't get any work; dinner—I did without to-day; I do not want to be boxed up"	Running down; but has the appearance of a man willing to work.	

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—continued.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, married, or widower.	Last place of work ; duration and cause of leaving.	Why on tramp.	Appearance.	Workhouse Master's remarks.
1905. Jan. 6	J. S.	30	Labourer	Truro	Liskeard	S.	Worked in South Wales 6 months ; work came to a finish 5 weeks ago ; tramping since ; " my first spell ; " worked 4 years in the Portland quarries ; " sacked last April on account of losing two quarters (coming late)"	No work ; dinner—" I did without it the same as I do every day "	Down at heel ; an ordinary working man, somewhat careless.	
"	T. S.	60	"	"	"	S.	Worked in Swansea 3 weeks ; before that at Colne Bay 6 months ; stopped in Sept. ; no more work there ; tramped from Swansea. Served in the 67th (Hampshire) Regiment near 13 years ; discharged in 1883	No work. Dinner—" I had none ; " and he looked it	Respectable looking working man. " I have gone through (tramped off) a good pair of boots."	
"	W. S.	18	Billiard marker and ostler	Liskeard	Truro	S.	Worked as an ostler near Epping 6 months with a Mr. Cook—season job only ; left in Aug. ; hopping, potato picking, and mangold pulling since ; tramping 6 weeks ; first spell ; parents dead	" Can't get a job." Dinner—" I had no dinner "	Almost bare-footed ; delicate, full of black heads	Sharp lad, but a likely recruit for the tramp army.
"	H. A.	30	Labourer, originally die-cutter	Liskeard	"	S.	Worked as a navvy the past 2 years in Newcastle ; 4 months' job, finished in Sept. ; before for 13 months in Churchfenton ; tramped from Newcastle to London ; slept out most of the time, " from London am doing the workhouses." As a die cutter was in one job at Coventry 3½ years ; " wages averaged £3 per week, spent my money as fast as I got it on drink and other foolishness "	Dinner—" I got a bit off a lady at a door." Friends and relatives are well to do	Manner good, person clean, clothes well worn	No one to blame but himself.

Jan. 9	G. R.	36	Saddle Maker	Bodmin	Truro	S.	Worked at Batgers—Ratcliffe Highway, St. George's-in-the-East, 2 years; stopped 8 months ago—shortening up. Several odd jobs since, labouring and farm work	Drink; "if it was not for the drink I should have had money to carry me through. What is a single man to do in lodgings, working only 2 or 3 days a week: naturally he drinks. Dinner—I had none until I got here"	Thin, unkempt	Could not get employment in his present state.
"	J. B.	41	Joiner in the furniture trade	"	"	S.	Worked in Gloucester on a few odd jobs coming through; nothing permanent for ever so long. Worked in London 2 years back; tramping on and off since. "We had the whole monopoly of the furniture trade in the Transvaal and Orange Free States before the war; now the States are English colonies other countries step in, especially Germany and America, and we have nothing to do"	Lack of work Dinner—"I had nothing yesterday. I don't cadge on the roads"	Clean clothes, well worn, intelligent	Don't understand why a man of this condition should be on tramp.
"	W. B.	44	Labourer	"	"	W., 3 children with a sister in Chester	Worked on the Avonmouth dock 2½ years; stopped 6 weeks—tramping 5 weeks—"I maintain my children"	No work Dinner—"I had nothing to eat until I got here. I can't mouch it"	Clean, tidy	Well-spoken, respectable working man.
"	H. G.	45	Fitter	Liskeard	"	W., 9 years; no family	Worked at Bellgrove Gate, Leicester, 2 years; slackened with 150 hands 17 years ago; walking 15 weeks; "do not go into many casual wards; get helped by the fitters"	Slackness in the trade Dinner—"I had a couple of coppers given me and bought some bread to eat"	Thin, hollow-eyed.	
"	T. B.	45	Bricklayer	Truro	Liskeard	S.	Worked on Salisbury Plain 4 months; previously in Wales 6 months; tramped first 8 years ago and every winter with one exception—"Booze? Yes, I got sacked through that"	Slackness of employment—Drink Dinner—"I had nothing to eat. I can't mouch it. Never was locked up and don't want to be."	Prematurely old, clean	Intelligent active man.

Statement giving particulars as to Vagrants relieved at the St. Austell Casual Wards—November, 1904, to January, 1905—*continued*.

Date of admission	Name.	Age.	Occupation.	Previous night slept at	Going to	Single, Married, or Widower.	Last place of work ; duration and cause of leaving	Why on Tramp.	Appearance.	Workhouse Master's remarks.
1905.										
Jan. 12	J. C.	62	Farm labourer	Bodmin -	Bodmin -	S. -	Worked on a farm near Bristol pretty well all the summer ; tramped first 10 to 11 years ago	Could get nothing to do Dinner—"I had none yesterday"	Greasy, dirty -	A confirmed tramp.
" 12	F. D.	36	Painter -	Liskeard -	Truro -	S. -	Last jobs Newcastle-on-Tyne 3 months ; Bishopston near Bristol 2 months, finished 8 weeks ago ; tramping since. First tramped 3 years ago ; almost continually for 2 years, and is likely to continue it	Depression in trade Dinner—"I went without. I have not had a dinner for the past 3 months"	Clean - - -	Might make a good labourer, but never a painter.
" 12	D. O'C.	30	Tin Smith	Bodmin -	" -	S. -	In England from Ireland 4 months ; worked at Ebbw Vale, Wales, 3 months ; tramped from there here. Served in the R. A. 8 years and 4 years with the Reserves ; discharged in 1898	"Had a drinking spree and lost my employment" Dinner—"I had nothing at all"	Decently clad, clean and very respectable looking.	

APPENDIX XXXIX.
CUCKFIELD CASUAL WARD.

(*Papers handed in by Mr. Howe.*)

1. CASUAL PAUPERS PROSECUTED DURING 1903.

Date.	Name.	Age.	Offence.	Punishment.
January 2 -	Gibson, William - - - -	36	Destroying clothes - -	7 days
„ 14 -	Anderson, John - - - -	54	Refusing to work - -	28 days
	Bunn, John - - - -	39	„ - -	„
	Donovan, David - - - -	21	„ - -	„
„ 17 -	Greener, Henry - - - -	32	„ - -	14 days
„ 20 -	Williams, Arthur - - - -	60	Destroying clothes - -	„
February 2 -	Spencer, Frederick - - - -	29	Refusing to work - -	28 days
26 -	Turner, Richard - - - -	43	„ - -	Discharged
	Bennett, John - - - -	52	„ - -	14 days
	Bennett, George - - - -	40	„ - -	„
March 12 -	Sands, Thomas - - - -	61	„ - -	28 days
	Roberts, John - - - -	43	„ - -	„
	Smith, George - - - -	38	„ - -	„
„ 18 -	Collins, James - - - -	33	„ - -	14 days
„ 20 -	Marshall, George - - - -	54	Refusing to work and break- ing window	28 days
April 12 -	Watson, James - - - -	30	Refusing to work - -	„
„ 13 -	Smith, Thomas - - - -	38	„ - -	„
	Baldwin, Charles - - - -	35	„ - -	„
„ 24 -	Harrigan, Christopher - - - -	28	„ - -	„
„ 25 -	Brown, William - - - -	32	„ - -	„
	Mounter, George - - - -	30	„ - -	„
„ 30 -	Morris, Edward - - - -	51	„ - -	„
	Lacey, John - - - -	45	„ - -	„
May 13 -	Hammond, Thomas - - - -	62	„ - -	„
„ 14 -	Fullerton, Alfred - - - -	47	„ - -	„
	Rose, William - - - -	29	„ - -	„
„ 17 -	Gibbs, William - - - -	28	„ - -	„
„ 29 -	Thorpe, Isaac - - - -	28	„ - -	„
June 3 -	Smith, James - - - -	43	„ - -	„
„ 10 -	Field, William - - - -	32	„ - -	„
„ 21 -	Morris, George - - - -	38	„ - -	„
	Edwards, Charles - - - -	32	„ - -	„
„ 21 -	Barnes, Thomas - - - -	55	„ - -	6 weeks
	Pratt, Edward - - - -	23	„ - -	28 days
July 17 -	Nye, William - - - -	40	„ - -	„
August 18 -	Daly, John - - - -	40	„ - -	14 days
	Shepherd, John - - - -	64	„ - -	„

Appendix
XXXIX.

Date.	Name.	Age.	Offence.	Punishment.
September 23	Brettle, Edward	32	Refusing to work	28 days
	Hasling, Edward	41	"	"
	Vittlestone, Joseph	30	"	"
	Blackwell, Charles	29	"	"
November 20	Ward, James	32	"	"
December 11	Lynch, Albert	37	"	"
	Fry, James	21	"	"
	Sands, George	22	"	"
	Sneyd, William	29	"	"
	Palmer William	38	"	"
	White, Thomas	49	"	"

Number of casuals admitted during 1903—2,216, of which there were 1,635 men. Percentage of men, 73·78.
Percentage of men prosecuted, 2·93, viz. :—for refusing to pound stones, 45 ; destroying own clothes, 2 ; wilful damage, 1.

Cost of prosecuting 48 men :—court fees, £9 12s. ; other expenses, £3 2s. 3d. = £12 14s. 3d.

Number of men detained two nights, 917 ; discharged next day after admission, 718.

Ages of men prosecuted.		Particulars as to men not put to work.	
20 to 25	3	Prosecuted	48
25 " 30	8	Certified unfit by medical officer	65
30 " 35	10	Having been recently vaccinated	12
35 " 40	8	Allowed to go to get work	21
40 " 45	7	Absconded	1
45 " 50	3	Suffering from scabies	3
50 " 55	4	Ruptured	35
55 " 60	1	Cripples	38
Over 60	4	Wanted by police	1
	48	Discharged during vacancy of labour master	105
Put to stone pounding	518 = 31·68 per cent.	From age, infirmity or other causes	231
Other work	557 = 34·07 "		
No work given	560 = 34·25 "		
	1,635		560

N.B.—During the year 1894 there were admitted	12,988	1890 to 1894 (5 years)	51,722
" 1903 "	2,216	1899 " 1903 "	12,188
Decrease	10,772		39,534

2. NUMBER OF CASUAL PAUPERS ADMITTED DURING THE YEARS ENDED LADY-DAY.

Year.	Men.	Women.	Children.	Total.
1887	7,779	1,097	523	9,399
1888	7,642	1,118	528	9,288
1889	7,743	1,283	655	9,681
1890	7,505	1,323	638	9,466
1891	7,485	1,259	540	9,284
1892	8,046	1,136	540	9,722
1893	8,385	1,248	629	10,262
1894	10,603	1,534	851	12,988
1895	9,616	1,506	993	12,115
1896	4,375	712	489	5,576
1897	2,615	535	255	3,405
1898	2,438	519	262	3,219
1899	2,285	453	158	2,896
1900	2,223	406	106	2,735
1901	2,183	328	46	2,557
1902	2,184	366	71	2,621
1903	1,638	367	73	2,078
1904	1,764	358	72	2,194



29.10.29
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